

Analysis of the New Communities Sector in Ireland

June 2008

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1. Executive Summary

Introduction

This report was prepared for the One Foundation to present a snapshot of the 'New Communities' Sector in Ireland at the current time. For the purposes of this report, 'New Communities' refers to all those non-Irish people who have come to live in Ireland in recent years, for economic, educational, or protection reasons. The information was gathered for the report through a combination of consultation interviews and desk research. One of the biggest challenges of the research was obtaining sufficient data and statistics to give a complete and accurate picture of the numbers, locations, socio-economic status, and activities of the New Communities and this remains an ongoing challenge for the sector.

Immigration Patterns in Ireland

Inwards migration to Ireland has grown at a rapid pace, from less than 20,000 people in 1987, to just over 40,000 in 1997, to almost 110,000 in 2007. 1996 represented a turning point in Ireland's demography: the transition was made from being a country of net emigration to a country of net immigration. Ireland's developing economy played an important role in this, as job opportunities improved and Ireland began to be seen as an attractive destination in which to live and work. This increase in inwards migration, coupled with an ever decreasing emigration rate, has grown Ireland's net migration from + 8,000 in 1996, the first year of a positive rate, to +67,300 in 2007.

The 2006 Census reported that there were **almost 420,000 non-Irish people living in Ireland**, representing over 10% of the total population. **The biggest nationality groups were: UK (112,548), Poland (63,276), Lithuania (24,628), Nigeria (16,300), and Latvia (13,319).** It is important to remember that demographics have continued to change since this census was taken, and that concerns have been raised as to the accuracy of some of the census data, and many have estimated the number of non-Irish people as being significantly higher.

Four main sub-groups within the New Communities were looked at for this report: migrant workers, asylum seekers & refugees, international students, and undocumented workers.

Migrant Workers

- Refers to anyone who has come to Ireland to find work and has required documentation to allow them to work legally.
- Divided into EU and non-EU workers: nationals of all EU states (except Romania & Bulgaria) have full open access to the Irish labour market; non-EU workers require additional permission (e.g. work permit or green card permit).
- Huge increase in migrant workers from EU since accession of 10 new countries in 2004: from less than 10,000 migrants from accession countries in 2002/2003 to 139,000 in 2006. Over 85% of the 139,000 were aged between 15 and 44.

- The Dept of Enterprise, Trade and Employment is responsible for issuing work permits on the basis of skills needs. The number of work permits issued each year has declined since the enlargement of the EU, with most labour shortages now filled from within the EU. There were 23,765 work permits issued to non EU nationals in 2007, compared to a high of 47,551 in 2003.
- The number one country for work permits in 2007 was India, followed by the Philippines.
- The most common sectors were the service industry, catering, and medical and nursing.

Asylum Seekers & Refugees

- An Asylum Seeker is a person who has independently arrived into a country and has applied for protection under the Geneva Convention relating to the Status of Refugees, i.e. that they have a well founded fear of persecution in their home country for a variety of reasons including race, religion, nationality, political opinions etc. When the State in which the Asylum Seeker has applied for protection recognises this as a well founded fear, they are then considered a Refugee.
- There are two main kinds of Refugees. “Convention Refugees” are those who have arrived as Asylum Seekers, applied for asylum, had their application processed and have received a positive declaration of their status as a Refugee. A “Programme Refugee” is a person who has been brought to Ireland for resettlement under a special Government programme with the UNHCR.
- The Irish asylum system is operated under a Dispersal and Direct Provision policy: after an Asylum Seeker submits their asylum application, they are ‘dispersed’ to one of over 60 ‘direct provision’ centres across Ireland which provides them with full board accommodation. They are not allowed to work or receive third level education, but receive an allowance of €19.10 per week. At the time of writing, there was almost 8,000 people living in Direct Provision; 45% of them had been there for over 2 years.
- 3,985 people applied for asylum in Ireland in 2007. The numbers peaked in 2002 with just under 12,000 applications, but have remained at around 4,000 for the last number of years. Since 2001, Nigeria has consistently been the country with the highest number of applications per year in Ireland.
- The positive recommendations for refugee status in Ireland are relatively low. Less than 10% of the cases processed by the Office of the Refugee Applications Commissioner (ORAC) in 2007 received a positive recommendation. Approximately 90% of those who receive negative recommendations are thought to appeal the decision to the Refugee Appeals Tribunal. These decisions are not made available to the public but the Dept of Justice have said that 225 people were granted refugee status by the Refugee Appeals Tribunal in the last 12 months.

International Students

- International education is an important and growing export sector. The English Language sector alone is estimated to be worth approximately €500 million to the Irish economy per year.
- Students from within the EU have the same rights and entitlements to education in Ireland as Irish people.
- Currently, students from outside the EU who travel to Ireland for educational purposes must obtain a student visa. This visa entitles them to live, study, and work up to a maximum of 20 hours per week. There are concerns that this limit is not being adhered to, and the Minister for Enterprise, Trade & Employment is due to introduce a new permit which those on student visas will have to obtain in order to work.
- It is difficult to estimate the numbers of international students in Ireland at any one time, but the Garda National Immigration Bureau (GNIB) reported 35,000 students from outside the EU on their books in February 2008.

Undocumented Workers

- By definition, undocumented workers or people with ‘irregular’ status are very difficult to quantify. These are people who, for a variety of reasons, are either unlawfully present in the state, or are entitled to be present in the state but are working without the appropriate permission or documentation.
- The International Labour Organisation estimates that 10 – 15% of migrants globally are irregular.
- The majority of undocumented workers in Ireland entered Ireland legally, and with the appropriate documentation to work but, for a variety of reasons, have become undocumented over time. The most common reasons for this are employers not renewing work permits after they have expired, and people losing their jobs and being unable to secure a work permit for a new job.
- Undocumented workers are a particularly vulnerable group, often subjected to exploitation in the workplace, and lacking in access to social and legal protection.

Responses to the changing profile and needs of the New Communities

Government Responses

The Office of the Minister for Integration was established following the 2007 election and Conor Lenihan T.D. was appointed as the first Minister of State. The Office sits across the Department of Justice, Equality, and Law Reform, the Department of Community, Rural and Gaeltacht Affairs, and the Department of Education and Science. The Minister is responsible for legally-resident immigrants only. The policy document “Migration Nation” outlines the government’s policy in relation to the integration of New Communities. The main principles are: partnership between

government and civil society, strong links between integration and the wider social inclusion agenda, mainstreaming of services, and local delivery mechanisms.

Other important pieces of policy and legislation include: the National Action Plan Against Racism (2005), the Work Permits Act (2006), and the Immigration, Residence and Protection Bill (2007) which is currently being debated by the Oireachtas.

The HSE recently launched an Intercultural Health Strategy, and the Department of Education and Science is due to begin developing a National Intercultural Education Strategy in early 2009.

Civil Society Responses

Civil Society, and particularly NGOs, has played an important role in supporting individuals, providing services, and advocating for policy change for the New Communities over the past decade. Our analysis shows that the sector is comprised of over 190 organisations. They include the larger national, regional and community NGOs which are specifically focused on addressing key issues for the New Communities. Activities include the provision of legal and advisory services, policy development and advocacy, and tackling of specific issues such as family reunification and trafficking.

The New Communities sector also comprises a sizeable number of identity based groups (nationality, religion etc), social /cultural and sporting groups, and 'minority ethnic led organisations'. Other NGOs and community groups work with the New Communities as part of their wider community development and social inclusion agenda.

Trends, Issues and Challenges for the New Communities Sector

An extensive consultation was carried out which highlighted many of the issues that the New Communities sector faces. This consultation also highlighted a number of important areas in which there is considerable divergence in viewpoints between Government and civil society. These are discussed (together with some possible solutions) below.

Key Issues for the New Communities Sector:

- **Public understanding of migration is quite poor**, there are many myths and stereotypes, which in turn can lead to racism and discrimination. Furthermore, negative public perceptions about migration may influence government policy and also influence the ability of NGOs to win hearts and minds on key migration issues.
- The **support and protection of children and families** is a key challenge of integration. For example, planning for the 2nd generation of migrants will be critical in the coming years. However, the sector will need to balance long-term issues with ongoing challenges associated with immigration, exploitation and the current needs of first-generation immigrants.
- Some migrant groups are particularly vulnerable. **These vulnerable groups are not necessarily the largest groups**, but tend to be those which are less visible, do not have

strong voices and are often not provided for under government policy. These points should be considered when making decisions on resource allocation.

- The profile of migrant workers is likely to undergo significant changes as the Irish economy slows down, and those that remain in Ireland will potentially need greater support. Ireland will increasingly have to fight for migrant workers as other economies and opportunities open up. **It is not yet clear what choices migrant workers may make** in the event of an economic downturn and it is possible that as jobs become less available, incidents of racism will increase.
- **Unemployment rates among Convention Refugees are significantly above national norms.** There is a concern that as the 'Programme Refugee' scheme continues that Ireland's protection responsibilities towards Convention Refugees will be deprioritised, placing them at further risk of disadvantage.
- There appears to be **4 key factors driving Government policy on immigration and integration:** controlling Irish borders, economic necessity, the wider social inclusion agenda, Ireland's international protection responsibilities.
- Government argues that the **needs of New Communities are best addressed by adapting mainstream services and policies to include their needs.** For example, the way in which Local Authority housing is allocated is identified as a key factor in avoiding ghettoisation and building stable communities. This is dealt with through the mainstream social housing policies.
- As more 'traditional' community development, voluntary organisations (e.g. St Vincent de Paul) are increasingly working with diversified communities, **there may be some value in migrant-focussed NGOs working more closely with these organisations** to achieve greater coverage and impact.

Key areas where the views of Government and Civil Society diverge

There appear to be substantial **differences in viewpoint** and some tension in the relationship between NGOs and the government. This divergence in viewpoint appears to be significantly wider than in other sectors which have a strong NGO participation. This tension has not only implications for the sustainability of the sector, but also on the future outcomes for the New Communities. Philanthropic organisations could potentially broker a more positive working relationship between the two. Key areas in which differences arise are outlined in the bullets below:

- It is not clear that there is an agreed and shared understanding of what "integration" means or **what constitutes successful integration policy.** This is not supportive of the long-term sustainability of the sector.
- **Government has emphasised the importance of 'migrant voice' and 'minority ethnic led organisations'.** However, what exactly this refers to has not yet been defined and a number of concerns have been raised about this prioritisation. Based on their present

understanding of what is meant by ‘migrant-led’ organisations, NGOs and philanthropic organisations strongly disagree with this approach.

- The Government policy of **Direct Provision has been criticised heavily** because of the long periods of time that Asylum Seekers remain in Direct Provision, without being able to work or receive an education. This is thought to have very negative effects on mental health, on family life, and on the ability to adapt to ‘normal’ life after refugee status is granted.
- **Early drafts of the IRP Bill have met with significant criticism** from across the NGO sector. While Government are currently inputting a series of amendments to the Bill, the degree of support the enacted legislation will receive from the NGO sector is unclear.
- Government suggests that in advocating for individual cases, **NGOs sometimes lack an appreciation for the potential impact of single cases on wider policy and the difficulty this creates for government**, e.g. creating precedent. NGOs may be more successful by engaging in a more subtle form of advocacy which might ultimately achieve more than a ‘megaphone advocacy’ approach.
- It was suggested that in their **lobbying and advocacy activities, NGOs are often not representative of the electorate**. In order to effect greater change, gaining the support of a wide cross section of the voting public is vital. This could involve NGOs improving the way in which they communicate their message, or gathering more evidence to support the weight of their argument.
- In the **absence of good quality, accurate quantitative evidence**, anecdotes are relied on as back-up to debates about migrant issues. For example, government suggest that most asylum-seekers use the asylum route for what is in fact economic migration. On the other hand, NGOs believe trafficking to be a growing issue, but do not have coherent data to back up this concern.

Funding for the Sector

The bulk of funding for NGOs working in the New Communities sector to date has been from philanthropic sources, with **One Foundation and Atlantic Philanthropies** as the two most significant donors. Other sources include: Joseph Rowntree Charitable Trust, Vodafone Ireland Foundation, The Ireland Funds, Social Entrepreneurs Ireland, Community Foundation of Ireland, Irish Youth Foundation, Katharine Howard Foundation, and St Stephen’s Green Trust.

In terms of government sources of funding, there are some grants available under the **Development Education** umbrella, from **Pobal**, and from the **National Action Plan Against Racism**. Funding will be available from the Office of the Minister for Integration, but the mechanisms for applying for this funding are not yet clear. The kinds of organisations that the Minister has identified as priorities are: faith based organisations, local authorities, sporting organisations, and membership organisations, including political parties. The Community Development Fund, operated by the **Department of Community, Rural and Gaeltacht Affairs** is

currently under review and it is possible that future rounds of this funding will be (at least partially) focussed on integrating migrant communities.

The key funding challenge

As One Foundation and Atlantic Philanthropies are both limited life foundations, they will both be withdrawing from the sector in the coming years. Currently, there is no obvious replacement for this funding and the sustainability of the NGO sector (as it currently stands) is an issue, particularly given the gap between the focus of these foundations to date, and the stated policy of Government in this area.

2. Introduction

2.1 Purpose and Context of this Research

This research was carried out by Prospectus, on behalf of the One Foundation, to provide a current ‘snapshot’ of the New Communities Sector in Ireland. It is intended that this report will provide some of the organisations that they support and other organisations in the sector with a useful resource which pulls together the current status, statistics and challenges for the new communities in Ireland.

It has been widely noted in recent years that Ireland has rapidly changed from being a country of net emigration to being one of net immigration. The tipping point occurred in 1996 when, for the first time, the number of people migrating into Ireland exceeded the number of those leaving the country. Ireland has had to quickly adapt to the arrival of people from around the world to her shores, people of all different religious and ethnic backgrounds, coming to seek opportunities and take up employment in a strong economy, to study, or to seek protection from persecution in their country of origin. The success of this adaptation has been varied and perceptions of it differ widely. The term “New Communities” is used in this report as a collective word for all those non-Irish people who have come to live in Ireland in recent years, whether as migrant workers, as refugees, as asylum seekers, or as students, and those who are here in an undocumented or irregular capacity.

2.2 Approach to the Research

In compiling this report, two main methods of research were used: consultation interviews and desk research. Interviews were conducted with representatives from a number of the national NGOs, who work with the various migrant groups, with researchers in the area, and with government representatives in a number of government departments and state agencies. A full list of those consulted is included in Section 7. A list of sample questions used in the interviews is included in Appendix A, but the interviews generally focused on four main areas:

- Demographics and trends,
- Government policy,
- The role of NGOs,
- Funding for the sector.

Desk research largely focused on demographics and quantitative data, using sources like the CSO, the Dept of Social and Family Affairs, and the Dept of Enterprise, Trade and Employment. It also involved some more qualitative research on policy and services, using news sources, NGO publications, academic articles, and official government statements and publications.

2.3 Structure of the Report

The report first looks at the key terms and categories that are used in this report. It then goes on to give a relatively quantitative description of 4 major groupings within the New Communities Sector: Migrant Workers, Asylum Seekers & Refugees, International Students, and Undocumented Workers. Where available, statistics are used to illustrate trends and patterns. The report then looks at how the needs of the New Communities are being met, from both a statutory and voluntary point of view. Finally, the funding situation for this sector in the future is examined.

In reading this report, it is important to note that this is a rapidly and constantly evolving sector, with news stories on the subject appearing in the media virtually every day. The Immigration, Residence and Protection Bill is currently being debated by the Oireachtas, for example, and is a piece of legislation which will potentially have a large impact on many aspects of the sector. It is also a highly politicised sector, with the different nuances of language used indicating the strong and differing opinions held in various sections of the media, general public, the voluntary sector, the government and the private sector.

It is also appropriate at this point to note the distinction between ‘Immigration’ and ‘Integration’. While immigration refers to the inwards movement of people from one country into another, integration is a process which happens when people arrive in the country and refers to how they are able to adapt to living and working in a new and unfamiliar environment and culture, and how the local population adapts to their presence. The type of integration which the Government is said to have adopted is an ‘intercultural’ approach, as opposed to a ‘multi-cultural’ or ‘assimilationist’ model. Government departments, state agencies, NGOs, and smaller community based organisations differ in the extent to which they concentrate their efforts on immigration and immigration policy, and on integration and integration policy.

Finally, it’s important to acknowledge that in carrying out the research for this report, it quickly became clear that one of the biggest challenges in this area is simply the dearth of hard data. Without systematic and regular data collection, it is extremely difficult for the Government and for the NGOs to make informed decisions about how to allocate resources, make policy, and deliver services. This remains a significant issue to be addressed.

3. Key Terms and Categories

3.1 Introduction

There are several different ways of categorising the various groups that have migrated to Ireland in recent years. Possible approaches include:

- Where they have come from,
- Their reason for coming to Ireland,
- The kind of visas or permits that they qualify for,
- Their legal status.

For the purpose of this report, we have used four broad categories to describe the ‘new communities’ in Ireland: migrant workers, asylum seekers & refugees, international students, and undocumented workers. This is not to say that these groups are homogenous or that people within these groups have the same needs, but it provides some structure on which to build our initial demographic analysis. Each category, and the subcategories within it, are explained in greater detail in Section 4 which looks at the statistics and demographics relating to the New Communities.

Outlined below is a description of each of the four categories of Ireland’s ‘New Communities’ used in this report:

3.2 Migrant Workers

This term refers to anyone who has come to Ireland for the purpose of finding a job and working (and has the legal entitlement to work) i.e. their primary reasons for coming to Ireland are economic. Migrant workers fall into two broad subcategories: those from within the European Economic Area (except Romania and Bulgaria) who are entitled to come and seek employment in Ireland freely and without need for additional permission, and those from outside the European Economic Area who must have the appropriate visa, if they come from a country that requires a visa to enter Ireland, and work permit in order to be allowed remain in Ireland and work here.

3.3 Asylum Seekers & Refugees

This refers to people who have come to Ireland for the purpose of seeking the protection of the Irish state against persecution in their country of origin. An Asylum Seeker is someone who has arrived independently into Ireland and has applied for refugee status but has not yet had his/her

application recognised. A Convention Refugee is a person who entered Ireland as an Asylum Seeker but then was given a positive recommendation on their asylum application, and has received Refugee status. A Programme Refugee is a person who is brought into Ireland, usually from a refugee camp, as part of a bigger group and resettled under an agreement that the Irish government has reached with UNHCR. There are also a group of people who do not technically meet the requirements of the definition of a refugee but are given 'leave to remain' in Ireland by the Minister for Justice on humanitarian grounds.

3.4 International Students

International Students are people who come to Ireland for the purpose of availing of some kind of educational opportunity. EU students can travel freely to Ireland and are entitled to be treated the same as Irish students, accessing the same courses, the Free Fees scheme, and are entitled to work. Students from outside the EEA, however, must obtain a student visa. Currently, international students with these visas can work for up to 20 hours per week without having to seek additional work permits etc but this is expected to be reviewed in the near future.

3.5 Undocumented Workers

This refers to people who either do not have official permission to be present in Ireland, or who have the appropriate documentation to be in the country but are working without permission, or are working outside the terms of their permission. Their status in the country is therefore irregular. There are many reasons for becoming undocumented, and the majority of people have entered Ireland lawfully but, for various reasons, have become undocumented over time.

4. Overview of Demographics & Trends for the New Communities in Ireland

4.1 Introduction

Section 4.1 in Brief

- Ireland moved from being a country of net emigration to net immigration in 1996.
- The 2006 Census estimated that 10% of Ireland's population was comprised of foreign nationals; this is seen by many as an underestimate.
- The compound annual growth rate of inward migration to Ireland between the years 1987 and 2007 was 10%. Key influences in this growth curve were: Ireland's rapidly developing economy in the 1990s, an increase in asylum-seekers growing to a peak of 12,000 applications in 2002, accession of 12 new member states to the EU with immediate access to the Irish labour market.
- According to CSO population and migration estimates, between 2002 and 2007, 81% of immigrants were aged between 15 and 44, i.e. the vast majority were of working age.
- According to the 2006 Census, 36% of foreign nationals, living in Ireland are based in Dublin. NGOs estimate that this may be as high as 40-55%.

Population of Ireland

The most recent census of Ireland took place on 23rd April 2006 and returned a population of 4,172,013. Following the processing of the census data it was widely reported that foreign nationals accounted for more than 10% of the population, with the total number doubling in the previous 2 years to almost 420,000. The table below shows the breakdown of nationalities indicated by the respondents to the Census in 2006:

Table 4.1.1: Breakdown of Population of Ireland by Nationality, Census 2006

Nationality	Total	Nationality	Total
Irish	3,661,560	Sweden	1,742
Irish – English	14,829	UK	112,548
Irish – American	12,350	Romania	7,696
Irish – European	5,267	Russia	4,495
Irish – Other	12,677	Ukraine	3,122
Austria	583	Other Europe	9,112

Nationality	Total	Nationality	Total
Belgium	910	Nigeria	16,300
Cyprus	60	South Africa	5,432
Czech Republic	5,159	Other Africa	13,594
Denmark	729	China	11,161
Estonia	2,272	Philippines	9,548
Finland	926	India	8,460
France	9,046	Pakistan	4,998
Germany	10,289	Malaysia	2,979
Greece	412	Other Asia	9,806
Hungary	3,440	USA	12,475
Italy	6,190	Brazil	4,388
Latvia	13,319	Canada	2,343
Lithuania	24,628	Other Americas	1,918
Luxembourg	26	Australia	4,033
Malta	139	New Zealand	1,756
Netherlands	3,990	Other nationalities	7,984
Poland	63,276	Multi Nationalities	2,358
Portugal	1,798	No nationality	1,318
Slovakia	8,111	Not stated	44,279
Slovenia	130	<i>Total</i>	4,172,013
Spain	6,052		

Source: Census 2006, CSO

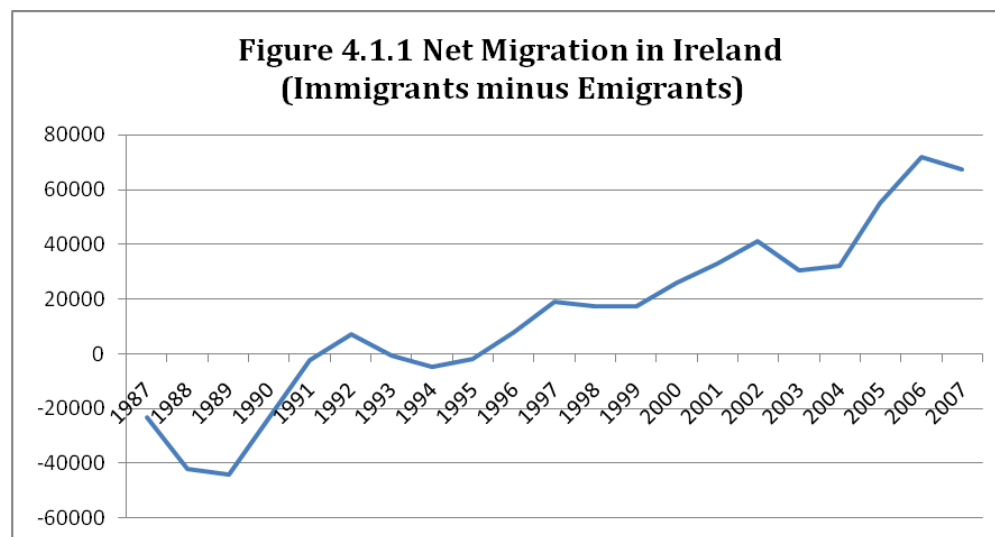
There are some questions about the accuracy of some of the data obtained by the CSO for the Census. For example, it shows the Chinese population in Ireland standing at just over 11,000 while

NGOs and Chinese associations in Ireland estimate it as being anywhere between 60,000 and 100,000. However, the data does at least give a sense of the increasing diversity of the people living in Ireland, both in terms of their volumes and geographical spread. It is suggested that for individuals coming from countries where governments are more authoritarian, this fear of the State is likely to stay with them and cause reluctance to provide information voluntarily to statutory bodies like the CSO. In addition, those who are undocumented are unlikely to list themselves on a census form for fear of alerting immigration authorities to their presence and status.

It is also worth mentioning that the Census was taken 2 years ago, and the landscape has continued to change and evolve rapidly in that time. For example, a recent newspaper article¹ quoted the Chaplain for the Polish community in Ireland who estimated that there were approximately 150,000 Polish people now living in the Republic of Ireland.

General Trends in Migration in Ireland

Figure 4.1.1 demonstrates how the combination of an increase in inwards migration and a decrease in outwards emigration have led to Ireland's transformation into a country of net immigration. Inwards migration represents not just those from other countries coming to Ireland, but also Irish people returning to Ireland after a period of working abroad.



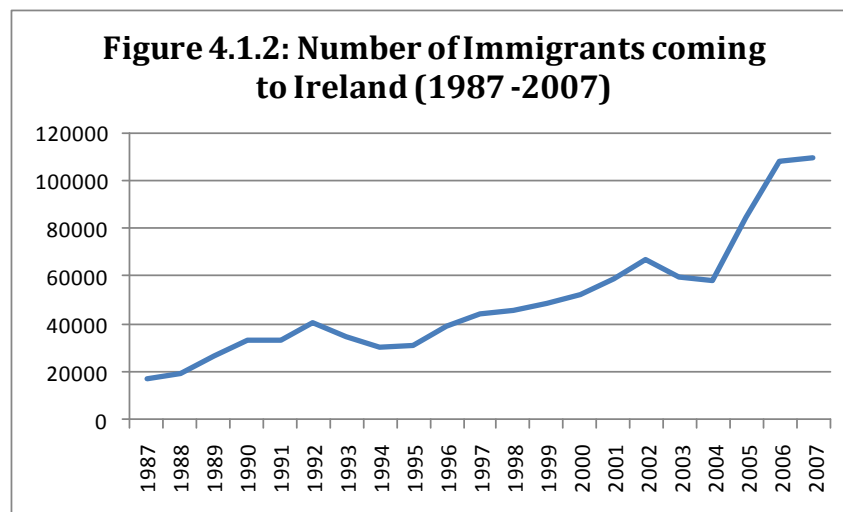
Source: CSO Population & Migration Estimates, April 2007

As shown in Figure 4.1.2, the CSO's preliminary figures in the Population and Migration Estimates² for the total number of immigrants into the State in the year ending April 2007 was 109,500. This represented an increase on the previous year of almost 2,000 and has the highest overall figure

¹ "Hundreds of Polish Masses Offered", Patsy McGarry, Irish Times, 14 May 2008

² <http://www.cso.ie/releasespublications/documents/population/current/popmig.pdf>

since this statistical series began in 1987. Emigration from Ireland in the same period was estimated at 42,200, an increase of over 6,000 on the previous year.



Source: CSO Population & Migration Estimates, April 2007

As illustrated in Figure 4.1.2, over a 20 year period from 1987 to 2007, the increase in inwards migration to Ireland represented a Compound Annual Growth Rate of 10%. To put the scale of this growth in context, a population of 1,000,000 growing at 10% would reach 7,400,000 in this time period. However, this increase in migration didn't occur smoothly over a 20 year period; rather, there were a number of 'jumps' which occurred.

The most important of these were:

- The beginning of the economic boom in the mid 1990s
- The accession of 10 new countries to the European Union in June 2004, with immediate access to the Irish labour market for nationals of the new member states
- The increase in the number of asylum seekers coming to Ireland, starting from just a handful in the 1990s to a peak of almost 12,000 in 2002.

While the numbers of Irish people emigrating to find work abroad has fluctuated significantly over this period, with emigration figures reducing as the Irish economy and job prospects improved, it is the huge increase in immigration into Ireland that has primarily driven this change.

It is important to note that these statistics do not distinguish between immigrants on the basis of their legal status i.e. whether the person is a migrant worker or a refugee etc. Rather, the CSO have used a combination of sources to build an overall picture of the migration *flows* in and out of the country. These sources include:

- Numbers of visas granted,
- Work permits,
- Asylum applications,

- PPS numbers,
- The electoral register.

Other main features to note in terms of these migration statistics are:

- Nearly two thirds of the population increase in Ireland in the year up to April 2007 was accounted for by net migration (the rest of the increase was due to natural increase in the population).
- Almost half (48%) of immigrants were from the twelve new EU accession countries.
- More than half (55%) of the immigrants were aged 25-44 while a further 28% were aged 15-24. Approximately 1 in 10 were aged less than 15 years.

Breaking down the figures from 2002 to 2007 by nationality and gender (Table 4.1.2 below), we can see that immigration from the 'EU 12' countries has grown rapidly in the intervening years since the Accession of these countries to the EU.

In terms of gender breakdown, there is a fairly even split of male and female immigrants who have EU 15, USA, and Rest of the World nationalities; however, with those coming from both the UK and the EU 12 countries, there is a clear predominance of male immigrants. In 2004, for example, male immigrants from the EU 12 countries outnumbered female immigrants by more than two to one. Table 4.1.2, below, illustrates this.

Table 4.1.2: Breakdown of Immigrants to Ireland by sex & nationality, 2002 - 2007

Year	2002		2003		2004		2005		2006		2007	
Sex	M	F	M	F	M	F	M	F	M	F	M	F
	People in Thousands											
Irish	12.4	14.6	9.7	7.9	8.4	8.2	9.4	9.1	9.5	9.4	10.1	10.0
UK	4.1	3.3	5.0	4.0	4.5	2.9	5.2	3.7	5.7	4.2	3.5	2.5
Rest of EU 15³	3.1	4.9	4.1	4.7	6.9	6.4	3.8	5.5	6.4	6.2	4.8	5.5
EU 12⁴	--	--	--	--	--	--	22.9	11.2	30.7	19.2	28.7	24.0
USA	0.7	2.0	1.0	1.1	0.8	1.4	0.4	1.7	0.4	1.4	1.3	1.4

³ Rest of EU 15: countries before enlargement on 1 May 2004, i.e. Austria, Belgium, Denmark, Finland, France, Germany, Greece, Italy, Luxembourg, Netherlands, Spain, Sweden, Portugal

⁴ EU 12: the 10 accession countries who joined the EU on 1 May 2004: Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovakia, Slovenia plus 2 accession countries who joined EU on 1 January 2007, Bulgaria & Romania

Year	2002		2003		2004		2005		2006		2007	
Sex	M	F	M	F	M	F	M	F	M	F	M	F
	People in Thousands											
Rest of World	11.0	10.8	11.6	10.8	9.9	9.0	5.7	5.9	7.6	7.1	9.1	8.7
Total	31.3	35.6	31.4	28.5	30.5	27.9	47.4	37.1	60.3	47.5	57.5	52.1

Source: CSO Population & Migration Estimates, April 2007

Breaking down immigrants by age, the vast majority are relatively young people of working age – between 2002 and 2007, over 81% of immigrants were aged between 15 and 44.

Table 4.1.3: Breakdown of Immigrants to Ireland by age, 2002 -2007

	2002	2003	2004	2005	2006	2007	Total
	People in Thousands						
0-14	7.0	7.3	6.1	8.0	11.5	11.7	51.6
15-24	19.8	17.5	18.7	24.4	31.6	30.3	142.3
25-44	35.2	28.8	28.8	44.8	57.2	59.8	254.6
45-64	4.2	5.1	4.2	6.1	6.1	6.9	32.6
65+	0.8	1.3	0.7	1.2	1.4	0.9	6.3
Total	67.0	60.0	58.5	84.5	107.8	109.6	487.4

Source: CSO Population & Migration Estimates, April 2007

Distribution of New Communities across Ireland

Ireland has a distribution pattern of immigrants that is quite different to those of other European countries. There is much greater dispersal throughout the country compared to France or the UK for example. The Small Area Population Statistics from the 2006 census show that 36% of those who identify themselves as non-Irish are resident in Dublin⁵. A number of NGOs estimate that this proportion is likely to be higher, with between 40% and 55% of all immigrants in Ireland based in the greater Dublin area, with over 90% based in cities and large urban centres. The table below shows the distribution of nationalities across Ireland, as recorded by the 2006 census. The statistics produced by the CSO do not provide a detailed break down of nationalities of respondents. Only 3 non- Irish nationalities (UK, Polish & Lithuanian) have their own figures. Table 4.1.4 on the following page demonstrates this.

⁵ It is important to bearing in mind, with all of these statistics, the caution mentioned previously in interpreting data from the census, and appreciating that it is a dynamic and constantly changing area,

Table 4.1.4: Breakdown of Population by Nationality and Regional Authority Area

Regional Authority Area	Nationality							Total	% Non Irish
	Irish	UK	Polish	Lithuanian	Other EU 25	Rest of World	Not Stated		
Cavan	56,906	1,884	810	776	858	1,356	674	63,264	9%
Donegal	133,181	6,469	709	215	903	2,293	915	144,685	7%
Leitrim	25,390	1,474	408	113	432	547	195	28,559	10%
Louth	100,196	1,996	672	1,001	1,516	3,814	1,105	110,300	8%
Monaghan	49,738	1,121	680	1,650	818	885	470	55,362	9%
Sligo	54,366	2,119	769	184	733	1,110	577	59,858	8%
Dublin City	406,916	8,310	10,736	2,637	17,567	34,739	10,650	491,555	15%
Dun Laoghaire Rathdown	171,167	4,438	1,725	387	3,922	7,307	1,475	190,421	9%
Fingal	199,720	4,812	3,681	2,236	7,123	16,514	2,688	236,774	15%
South Dublin	216,610	3,478	3,626	2,060	3,282	12,533	3,098	244,687	10%
Kildare	164,087	4,060	4,028	1,055	2,913	6,491	1,696	184,330	10%
Meath	145,577	3,811	1,902	2,173	2,144	4,418	1,326	161,351	9%
Wicklow	112,509	3,796	1,249	590	1,995	3,156	1,087	124,382	9%
Laois	60,793	1,594	951	469	765	1,336	630	66,538	8%
Longford	30,192	1,073	721	305	550	840	391	34,072	10%
Offaly	64,206	1,606	967	686	758	1,210	774	70,207	8%
Westmeath	70,224	2,127	1,168	606	1,224	2,231	822	78,402	9%
Clare	96,302	3,738	1,385	285	1,969	3,481	1,171	108,331	10%
Limerick City	46,038	713	1,538	241	1,190	1,746	420	51,886	11%
Limerick County	119,451	2,997	1,742	435	1,376	2,603	1,111	129,715	7%
North Tipperary	59,910	1,989	793	321	766	939	553	65,271	7%
Carlow	44,771	1,268	1,235	195	711	1,061	447	49,688	9%
Kilkenny	79,825	2,433	1,008	195	1,011	1,432	785	86,689	7%
South Tipperary	75,181	2,923	958	428	835	1,408	684	82,417	8%
Waterford City	39,860	961	662	179	839	1,831	777	45,109	10%
Waterford County	56,423	2,688	364	111	513	788	384	61,271	7%
Wexford	119,340	4,361	2,019	650	1,582	1,652	914	130,518	8%
Cork City	103,621	1,777	2,674	386	3,134	3,828	1,802	117,222	10%
Cork County	321,614	11,993	5,872	1,665	5,414	7,424	2,957	356,939	9%
Kerry	119,872	5,348	2,212	736	2,323	3,505	1,504	135,500	11%
Galway City	57,628	1,597	2,489	532	2,464	4,267	830	69,807	16%
Galway County	142,852	5,263	1,664	384	1,637	3,842	1,363	157,005	8%
Mayo	109,900	5,664	1,191	508	1,433	2,148	836	121,680	9%
Roscommon	52,317	2,667	668	234	623	1,223	486	58,218	9%
Total	3,706,683	112,548	63,276	24,628	75,323	143,958	45,597	4,172,013	10%

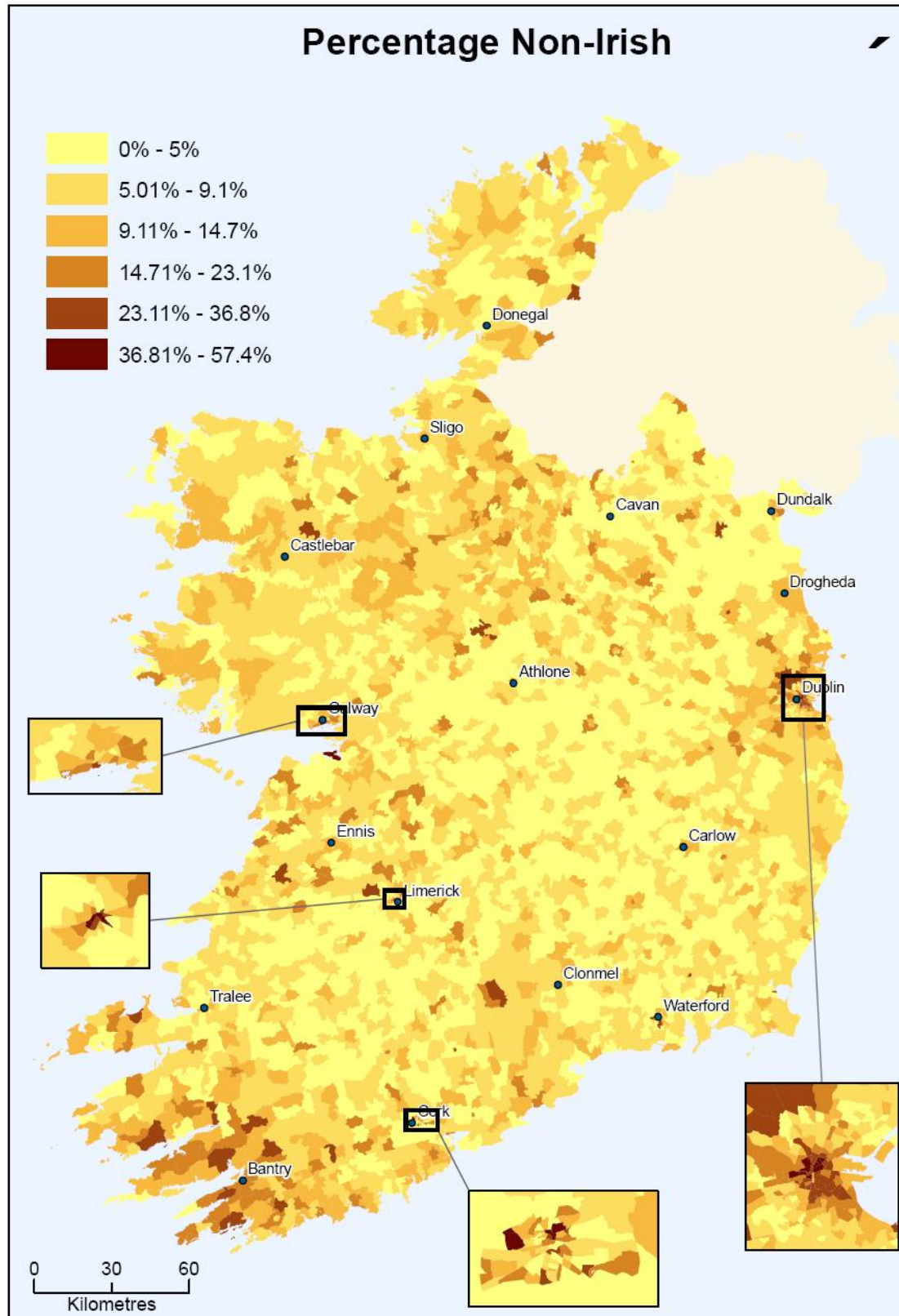
Source: Small Area Population Statistics, Census 2006, CSO

Breaking the numbers down further, and looking specifically at urban areas that have a population greater than 10,000, table 4.1.5 shows that almost 60% of non-Irish people in Ireland live in these towns and cities, with a good spread across the country. The table and subsequent map both illustrate this spread, and demonstrate that while there are some of pockets of higher density non-Irish populations, overall there is a relatively high level of dispersal.

Table 4.1.5: Breakdown of Population by Nationality in all Irish Towns/Cities with more than 10,000 people

Towns & Cities with more than 10,000 people	Nationality							Total	% Non Irish
	Irish	UK	Polish	Lithuanian	Other EU 25	Rest of World	Not Stated		
Arklow	10,232	347	282	67	170	331	104	11,533	10%
Athlone	14,691	310	555	105	433	927	212	17,233	14%
Balbriggan	13,182	328	135	56	346	1,162	235	15,444	13%
Bray	27,683	826	453	256	636	1,253	280	31,387	11%
Carlow	17,371	491	753	160	512	795	207	20,289	13%
Carrigaline	11,395	367	295	78	171	285	63	12,654	9%
Castlebar	10,149	372	282	105	177	500	80	11,665	12%
Celbridge	14,963	483	222	246	326	821	85	17,146	12%
Clonmel	15,274	389	363	85	163	371	181	16,826	8%
Cobh	10,108	308	154	45	182	249	131	11,177	8%
Cork	166,491	2,991	4,183	787	4,145	6,372	2,280	187,249	10%
Drogheda	30,212	731	314	558	727	1,826	425	34,793	12%
Droichead Nua	15,650	362	782	84	492	812	155	18,337	14%
Dublin	872,718	17,750	18,000	6,584	27,888	64,930	16,342	1,024,212	13%
Dundalk	30,917	477	251	430	680	1,663	334	34,752	10%
Ennis	19,926	654	563	145	721	1,465	259	23,733	15%
Galway	57,920	1,605	2,491	532	2,467	4,272	834	70,121	16%
Greystones	12,986	551	84	12	261	404	105	14,403	9%
Kilkenny	18,819	524	638	139	570	806	277	21,773	12%
Leixlip	12,984	230	199	56	266	646	104	14,485	10%
Letterkenny	14,907	668	285	39	183	1,084	141	17,307	13%
Limerick	78,657	1,330	2,611	453	1,990	3,510	762	89,313	11%
Malahide	13,032	484	68	24	372	528	92	14,600	10%
Mullingar	15,332	618	400	412	447	810	206	18,225	15%
Naas	15,812	366	1,359	263	441	1,189	337	19,767	19%
Navan	20,597	630	625	687	544	1,265	255	24,603	15%
Portlaoise	12,055	332	541	309	307	730	160	14,434	16%
Sligo	16,316	453	589	107	386	719	332	18,902	12%
Swords	27,642	632	789	326	1,732	2,008	451	33,580	17%
Tralee	18,753	610	561	119	506	1,235	565	22,349	14%
Tullamore	10,483	303	484	350	304	573	254	12,751	16%
Waterford	42,945	1,066	719	189	896	1,926	806	48,547	10%
Wexford	15,850	479	412	220	426	471	122	17,980	11%

Source: Small Area Population Statistics, Census 2006, CSO



Source: Piaras MacEinri, Centre for Migration Studies, UCC

4.2 Migrant Workers

Section 4.2 in Brief

- Migration into Ireland from the EU accession countries increased dramatically following their 2004 entry to the EU.
- Arrivals to Ireland from the 10 EU accession states (excluding Bulgaria and Romania) increased from less than 10,000 in 2002/2003 to 59,000 in 2004 and 139,000 in 2006.
- Of the 139,000 migrants arriving into Ireland from EU accession countries in 2006, 85% were between the ages of 15 and 44.
- Work permits and Green Cards are issued by the Department of Enterprise, Trade and Employment for workers from outside the EU according to economic and labour force need.
- The number of work permits issued peaked in 2003 at 47,551 and has since dropped steadily.
- In 2007, 23,765 work permits were issued. Of these, approximately one third were Green Cards, one third were Work Permits and one third were spousal/dependent permits.
- The major sectors for which work permits are granted are the Service Industry, Medical and Nursing, and Catering sectors.
- The countries for which the largest number of work permits were issued in 2007 were India, the Philippines, South Africa, USA, Ukraine, China and Brazil.
- PPS numbers provide some indication of flow into Ireland from other countries, but it does not follow that every person who applies for a PPSN goes on to work in Ireland or remains working in Ireland.
- Of 467,000 PPSNs allocated between 1 May, 2004 and end March 2008, over 280,000 were awarded to Polish nationals. The next highest countries were Lithuania and Slovakia.
- According to the CSO, just half of all foreign nationals who received a PPSN in 2004 were employed in Ireland in 2006. However, there is some variation between different groups (e.g. EU 25 Nationals, UK, USA, rest of world).

Definition

A migrant worker is defined by the UN as *“a person who is engaged or has been engaged in a remunerated activity in a State of which he or she is not a national”*. Migrant workers in Ireland can be divided into two broad categories: EEA⁶ nationals, and non-EEA nationals (or “3rd Country” nationals).

Migration of EU Nationals

When the 10 accession countries joined the EU in 2004, Ireland was one of only 3 countries (the other two were Sweden and the UK) to fully open its labour market to all EU nationals immediately. Nationals of these countries are free to come and live and work in Ireland without requiring work permits or visas. The only requirement (which is the same for Irish people working in Ireland) is

⁶ European Economic Area (EEA) comprises of the member states of the European Union plus Norway, Liechtenstein, and Iceland

that they must apply for and obtain a PPSN⁷. Although Bulgaria and Romania joined the EU on 1st January 2007, this right to work was not extended and therefore while Bulgarians and Romanians are free to travel to Ireland, they still require a work permit if they are to seek employment here.

Because of the nature of the freedom of movement across the member states of the EU, it is very difficult to get an accurate picture of exactly how many migrant workers from across the EU have come to Ireland, how long they are staying for, whether they are working, and where they are coming from. According to a report⁸ by the CSO published in December 2007, in each of 2002 and 2003 there were less than 10,000 arrivals from the EU Accession states. This increased to 59,000 in 2004, accounting for 47% of all foreign nationals. In 2006, there were 139,000 arrivals from the Accession states, making up 61% of all new arrivals to Ireland.

The volume of PPSNs applied for is often used as an indicator of trends in migrant labour, and some of the key statistics are listed below in Tables 4.2.1 and 4.2.2 and illustrated in Figure 4.2.1. However, a caveat must be applied that these numbers should not be interpreted as representing the numbers of people currently living and working in Ireland, only that these are the numbers of people who have applied for PPSNs and therefore are *able* to work here in theory but may not *actually* be working here. The CSO has done some additional research into PPSNs which is described at the end of Section 4.2.

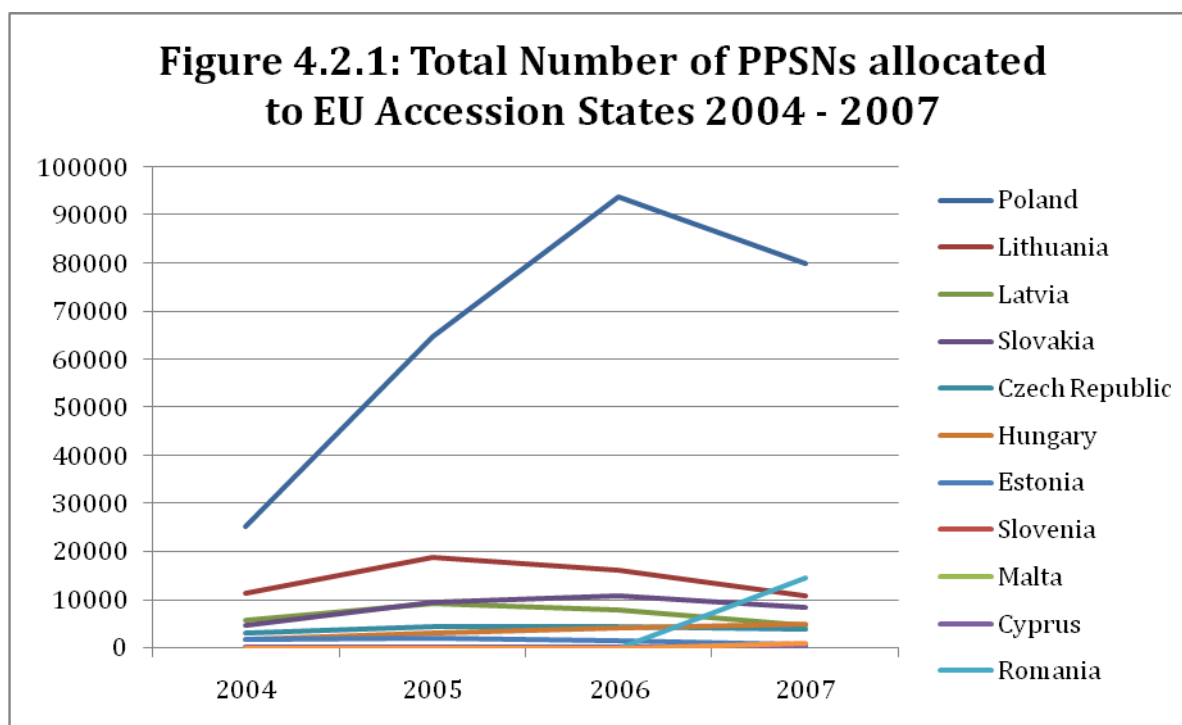
⁷ PPSN = Personal Public Service Number, formally known as RSI (Revenue & Social Insurance) Number

⁸ *Foreign Nationals: PPSN Allocations and Employment, 2002 – 2006*, Central Statistics Office, December 2007

Table 4.2.1: Total Allocation of PPSNs by Nationality (EU Accession States)
1 May 2004 to end March 2008

Country	PPSNs Allocated
Poland	283,533
Lithuania	59,581
Latvia	29,001
Slovakia	34,815
Czech Republic	16,914
Hungary	16,122
Estonia	6,223
Slovenia	353
Malta	613
Cyprus	133
Romania	18,600
Bulgaria	1,379
Total	467,267

Source: Department of Social & Family Affairs



Source: Department of Social & Family Affairs

Table 4.2.2: Total Allocation of PPS number by Nationality – EU 15 (2006 – end March 2008)

Country	Numbers Allocated
Austria	1,846
Belgium	1,238
Denmark	786
Finland	1,128
France	17,410
Germany	10,699
Greece	420
Ireland	208,690
Italy	10,908
Luxembourg	34
Netherlands	2,585
Portugal	3,467
Spain	11,200
Sweden	2,369
United Kingdom	47,226
Total	320,006

Source: Department of Social & Family Affairs

Breaking down the PPNS by age and sex, as illustrated in Tables 4.2.3 and 4.2.4, some clear patterns begin to emerge:

- Of the 139,000 people who arrived from the EU Accession states in 2006, 42% were aged 15–24, and 43% were aged 24–44, leaving only 15% younger than 15 or older than 44. The overwhelming majority of those arriving in 2006 were in their twenties.
- In 2004 two thirds of the 59,000 entrants were male; this gap narrowed slightly in the following two years, to males representing 60% of accession arrivals in 2006.

Table 4.2.3: PPSN allocations by age group for UK and EU 15 nationals (2004 - 2006)

Year PPSN allocated	Age at Allocation	UK	EU 15 (excluding Ireland & UK)	EU 15 to EU 25 states
2004	0-14	2,780	432	710
	15-24	3,284	9,437	24,844
	25-44	7,056	8,944	29,052
	45-64	3,632	775	4,144
	65+	1,731	204	39
	Total	18,483	19,792	58,789

Year PPSN allocated	Age at Allocation	UK	EU 15 (excluding Ireland & UK)	EU 15 to EU 25 states
2005	0-14	4,244	832	4,306
	15-24	3,580	10,050	49,054
	25-44	7,655	10,139	51,019
	45-64	3,776	857	7,315
	65+	1,386	179	63
	Total	20,641	22,057	111,757
2006	0-14	4,576	1,074	11,214
	15-24	3,833	11,379	58,809
	25-44	8,255	11,755	59,682
	45-64	4,220	1,167	9,103
	65+	1,418	201	99
	Total	22,302	25,576	138,907

Source: CSO

Table 4.2.4: PPSN allocations by age group for UK and EU 15 nationals (2004 – 2006)

Year PPSN allocated	Sex	UK	EU 15 (excluding Ireland & UK)	EU 15 to EU 25 states
2004	Male	10,333	10,177	39,192
	Female	8,150	9,615	19,597
	Total	18,483	19,792	58,789
2005	Male	11,700	11,548	71,655
	Female	8,941	10,509	40,102
	Total	20,641	22,057	111,757
2006	Male	12,630	13,976	83,795
	Female	9,672	11,600	55,112
	Total	22,302	25,576	138,907

Source: CSO

Migration of Non-EEA Nationals

Since the introduction of the Employment Permits Act 2006, there have been some significant changes in the rules guiding how people from Non-EEA countries can work in Ireland. In the past, the two primary routes were the work permit and work visa/authorisation schemes. The work visa/authorisation scheme ended on 31st December 2006, and the work permit scheme was subsumed into the new system, with a number of different categories:

Green Card Permit	<ul style="list-style-type: none"> • Available for most occupations with salary greater than €60,000 • Restricted list of strategic skill shortage occupations, with salaries between €30,000 and €60,000 (mainly ICT, health, construction, financial, science & technology sectors) • Job offer must be for 2 years, Green Card will be issued for 2 years and then renewed indefinitely. Long term or permanent residence normally granted after this. • Immediate right to family reunification • Replaces work visa/authorisation scheme
Work Permit	<ul style="list-style-type: none"> • Available mainly for jobs with salary between €30,000 & €60,000 (in exceptional circumstances, salaries less than €30,000) • Subject to a 'labour market test': position must be advertised by FÁS and in the press for 3 days, employer must be able to demonstrate it can't be filled from within EEA
Intra-company transfer permit	<ul style="list-style-type: none"> • New scheme to facilitate the transfer of senior management, key personnel, and trainees who are foreign nationals from an overseas branch of a multinational corporation to its Irish branch • Must be a direct link between Irish host company and foreign company • Salary must be greater than €40,000 • 2 year permit with a possible 3 years extension • Persons on the scheme do not build up the rights to long term residency, must return to home country when permit expires
Work permit for spouses/dependents	<ul style="list-style-type: none"> • Spouses and dependents of work permit holders may apply for a work permit in any sector • The duration of the permit will be linked to that of the original permit holder • No labour market needs test
Non-EEA graduates from Irish 3rd Level colleges	<ul style="list-style-type: none"> • Primary, masters or doctorate graduates from Irish third level colleges may apply to INIS to remain in Ireland for 6 months after the completion of their final exams • In this time they may seek a job, and can then apply for a green card or work permit in the usual way.

Work Permit Statistics

Since the enlargement of the EU in 2004, the number of work permits issued by the Department of Enterprise, Trade and Employment has decreased, as those from the new EU member states are no longer required to apply for work permits to work in Ireland, and most of the demands of the Irish labour market can now be met from within the EU. The number of work permits issued peaked in 2003 with a total of 47,551 issued and this has declined since then.



In 2007, 23,765 work permits were issued to non-EEA nationals by the Department of Enterprise, Trade, and Employment. The Department broke these numbers down as follow:

- Approximately 10,000 were new permits & the rest were renewals
- Approximately one third were Green Card permits issued under the new scheme
- Approximately one third were spousal/dependent permits
- Approximately one third were regular work permits

Table 4.2.5, on the following page, illustrates a breakdown of the countries to whom the greatest number of work permits were issued in 2007.

Table 4.2.5: Countries with the greatest number of work permits issued, 2007

Country	Number of new work permits issued 2007	Number of renewal work permits issued 2007	Total
India	2,728	1,340	4,068
Philippines	1,263	2,622	3,885
South Africa	621	840	1,461
Ukraine	334	1,078	1,412
USA	816	392	1,208
China	372	816	1,188
Brazil	259	914	1,173

Source: Department of Enterprise, Trade & Employment

Breaking down the work permits by the sectors for which they were issued, we can see that the Service Industry, Catering, and Medical and Nursing were the sectors for which the greatest number of permits were issued. This is illustrated by Table 4.2.6.

Table 4.2.6: Work Permits issued in 2007, broken down by Sector

Sector	Number of new work permits issued 2007	Number of renewal work permits issued 2007	Total
Agriculture & Fisheries	311	1,142	1,453
Catering	1,207	3,594	4,801
Domestic	112	460	572
Education	385	516	901
Entertainment	54	53	107
Exchange Agreements	134	2	136
Industry	870	905	1,775
Medical & Nursing	2,877	1,452	4,329
Service Industry	4,155	5,350	9,505
Sport	108	65	173
<i>Total</i>	<i>10,213</i>	<i>13,539</i>	<i>23,752</i>

Source: Department of Enterprise, Trade & Employment

Comparing the numbers being issued with renewal permits with the number being issued new permits gives some indication of the level of movement and length of time that people are remaining in Ireland. For example, areas such as medicine and nursing, and the service industries show a high inflow of migrants continuing into Ireland in 2007.

In terms of spread across Ireland, almost half of all work permits were issued in Dublin – 11,537 in total. Kildare had the second greatest number issued, but this was less than a fifth of the number issued in Dublin – 2,282. This is shown in Table 4.2.7 below.

Table 4.2.7: Work Permits issued by County, 2007

County	Total Permits issued 2007	County	Total Permits issued 2007
Dublin	11,537	Waterford	280
Kildare	2,282	Kilkenny	231
Cork	1,524	Monaghan	196
Galway	976	Carlow	195
Meath	844	Laois	159
Limerick	715	Roscommon	158
Tipperary	690	Offaly	126
Wicklow	606	Sligo	111
Clare	471	Longford	77
Cavan	375	Leitrim	74
Kerry	361	Down	16
Westmeath	354	Antrim	5
Donegal	319	Belfast	4
Louth	313	Armagh	1
Wexford	308	Derry	1
Mayo	294	Fermanagh	1
		Total	23,604

Source: Department of Enterprise, Trade & Employment

As well as using work permits as indicators of the numbers of immigrants from outside the EU in Ireland, looking at the PPSNs for this group provides some additional information in terms of the age and sex profile of this group. As with recent arrivals from the EU accession states, male migrants from outside the EU outnumber female migrants; however, the difference is not as extreme in this group. The USA bucks the trend with a female majority of migrants from 2004 to 2006 (approximately 55% female across the 3 years). In terms of age profile, those coming from outside the EEA (excluding USA) are similar to those coming from the new Accession states, in that 81% in 2006 were aged between 15 and 44. Migrants from the USA, once again, have a different profile with only 47% in 2006 aged between 15 and 44. This data is presented in Tables 4.2.8 and 4.2.9.

Table 4.2.8: PPSN allocations by age group for USA & Rest of World (2004 - 2006)

Year PPSN allocated	Age at Allocation	USA	Rest of World
2004	0-14	532	2,341
	15-24	867	9,152
	25-44	1,033	11,782
	45-64	485	1,067
	65+	291	149
	Total	3,208	24,491
2005	0-14	1,014	3,495
	15-24	929	8,434
	25-44	1,085	13,817
	45-64	523	1,182
	65+	263	177
	Total	3,814	27,105
2006	0-14	1,276	4,922
	15-24	815	11,098
	25-44	1,128	18,466
	45-64	625	1,573
	65+	241	151
	Total	4,085	36,210

*Source: CSO***Table 4.2.9: PPSN allocations by sex for USA & Rest of World (2004 -2006)**

Year PPSN allocated	Sex	USA	Rest of World
2004	Male	1,392	12,983
	Female	1,816	11,508
	Total	3,208	24,491
2005	Male	1,736	14,635
	Female	2,078	12,470
	Total	3,814	27,105
2006	Male	1,904	20,660
	Female	2,181	15,550
	Total	4,085	36,210

Source: CSO

PPSNs and Employment – EU and non EEA

In a piece of research published by the Central Statistics Office in December 2007⁹, it was found that only half of all foreign nationals who were assigned PPSNs in 2004 were employed in Ireland in 2006. Patterns can be identified by examining those aged 15 and over who were assigned PPSNs in 2002 and 2003:

- Of those assigned PPSNs in 2002, 59% had some employment in 2002, but only 34% had employment in 2006;
- Of those assigned PPSNs in 2003, 62% had some employment in 2003, but only 36% had employment in 2006.

Table 4.2.10: Employment Activity among Foreign Nationals issued with PPSNs, 2002 -2006

Year PPSN allocated	Allocations to foreign nationals, aged 15 and over	% with no employment activity CSO2002 – 2006	% with employment activity by year				
			2002	2003	2004	2005	2006
2002	83,140	27%	59%	53%	41%	35%	34%
2003	74,651	26%		62%	53%	40%	36%
2004	117,968	22%			68%	60%	50%
2005	171,483	26%				63%	61%
2006	204,018	41%					59%

Source: CSO

While this data should be interpreted carefully, it can be taken as a cautious indicator of trends in terms of how long people are staying and working in Ireland. While many people who are no longer working in Ireland will have undoubtedly left the country, there will be others who remain here for a variety of reasons, although they are not working. These might be retired people, students, those looking after a home or family, self employed people, or unemployed people. Rather than taking absolute figures at face value, comparing the patterns among different nationality groups provides an interesting comparison:

- For EU15 nationals (excluding Ireland and the UK), employment activity starts off high but drops off sharply, showing that after a few years, the majority are no longer at work in Ireland.
- Of the 18,000 aged 15 and over who received PPSNs in 2002, over 70% recorded employment in that year. By 2006, this had fallen dramatically to 16%.

⁹ *Foreign Nationals: PPSN Allocations and Employment, 2002 – 2006* (Central Statistics Office, December 2007)

- For migrants from the UK there is also a sharp decline, although the employment rates starts out on a lower level: less than half of those who were issued PPSNs in 2002 recorded employment in that year, and this had dropped to a quarter in 2006.
- Those coming from the USA show a similar pattern to the UK, starting from a similar base line of less than half of those with PPSNs working in the year the numbers were issued, and dropping rapidly over a few years.
- The pattern for the EU 25 states is different, with a much lower rate of decline than other areas. Of the 58,000 who received PPSNs in 2004, almost 80% recorded some employment that year with two thirds still in some employment in 2006.

Table 4.2.11 below shows some of the data which supports this analysis:

Table 4.2.11: Employment Activity among Foreign Nationals, broken down by broad nationality group

Broad Nationality Group	PPSNs allocated, 2002 - 2005 (aged 15+)	Employment in 2006	Percentage in Employment in 2006
UK	64,647	19,677	30.4%
EU 15 (excl UK & Ireland)	77,704	23,790	30.6%
EU 15 to EU 25 states	183,472	121,815	66.4%
USA	10,334	1,868	18.1%
Rest of World	111,085	51,566	46.4%
Total	447,242	218,716	48.9%

4.3 Asylum Seekers & Refugees

Section 4.3 in Brief

- The number of asylum applications to Ireland peaked in 2002 at 11,600. In 2007, just under 4,000 applications for asylum were made in Ireland.
- 26% of asylum applications in 2007 were made by Nigerian nationals. Nigeria has consistently been the number one country of origin for asylum seekers in Ireland since 2001.
- In February, 2008, there were 7,923 Asylum Seekers accommodated in 63 Reception and Accommodation Centres (direct provision centres) across the country. They receive an allowance of €19.10 per week and are not permitted to work or study. Children receive an allowance of €9.60 and are required to attend school.
- Of those Asylum Seekers living in Ireland in May 2008, 45% have been hosted in direct provision centres for more than 2 years, and approximately 25% for over 3 years.
- In 2007, the number of “positive recommendations” at first instance to 4,176 asylum applications processed was 376 (9%). Appeals go to the Refugee Appeals Tribunal who are not required to publish their decisions or statistics on the respective numbers of positive or negative recommendations.
- Asylum Seekers may be granted “Leave to Remain” on humanitarian grounds. For example, in 2005, following the citizenship referendum, this was granted to 17,000 parents of children who were born in Ireland.
- Parents who are granted refugee status have a right to family reunification. Those with leave to remain do not have an automatic right to family reunification but may apply for it. ORAC publish data on the numbers of such applications but do not publish the outcomes. For example, between 2001 and 2008, over 2,700 such applications involving over 6,000 dependents have been processed by ORAC.
- The care of Separated Children Seeking Asylum in Ireland is the responsibility of the HSE. Children under 12 are placed in foster care, while children over 12 are placed in hostels dedicated to the care of separated children.
- Once a separated child reaches the age of 18, responsibility transfers from HSE to RIA and these are referred to as “Aged Out Minors”.
- Between 2000 and 2007 441 children went missing from state care; of these, 388 are still unaccounted for.
- Since 1998, the Irish Government has participated in the UNHCR’s Refugee Resettlement Programme. Under this programme, groups of refugees are admitted for permanent resettlement in Ireland. Programme refugees are not required to go through the same process as Asylum Seekers as their refugee status has already been recognised. Therefore, they have full rights to work or access third level education.
- The 2006 figure of 4,314 asylum applications received in Ireland represented less than 1.5% of asylum applications internationally.

Introduction

A refugee is a person who the state has recognised as needing protection under the Geneva Convention relating to the Status of Refugees. The Convention defines a refugee as someone who has a “well founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion, is outside the country of his nationality and is unable, or (...) unwilling to return to it”.

There are two main categories of refugees in Ireland:

- A *Convention Refugee* is a person who has arrived independently in Ireland, applied for asylum, and had their asylum application approved and accepted by the Government.
- A *Programme Refugee* has been brought to Ireland for resettlement under a special Government programme. Often these Programme Refugees will be brought from a Refugee Camp in an area affected by conflict and war.

This section of the report will first look at the process of seeking asylum in Ireland in order to be given refugee status. It then looks at the Programme Refugees and the numbers and countries of origin of the people in this category. Finally, it describes the issues around separated children seeking asylum and family reunification.

Seeking Asylum in Ireland

The various stages of the asylum process are illustrated diagrammatically in Figure 4.3.1. In making their application for asylum in Ireland, the majority (85.9% of applicants in 2006¹⁰) present themselves directly to the Office of the Refugee Applications Commissioner (ORAC). The remainder present themselves at Irish airports (8.7% in 2006) and through other channels like Garda stations (5.4%). People who have applied for asylum but have not yet received a positive recommendation from the state are known as “asylum seekers”.

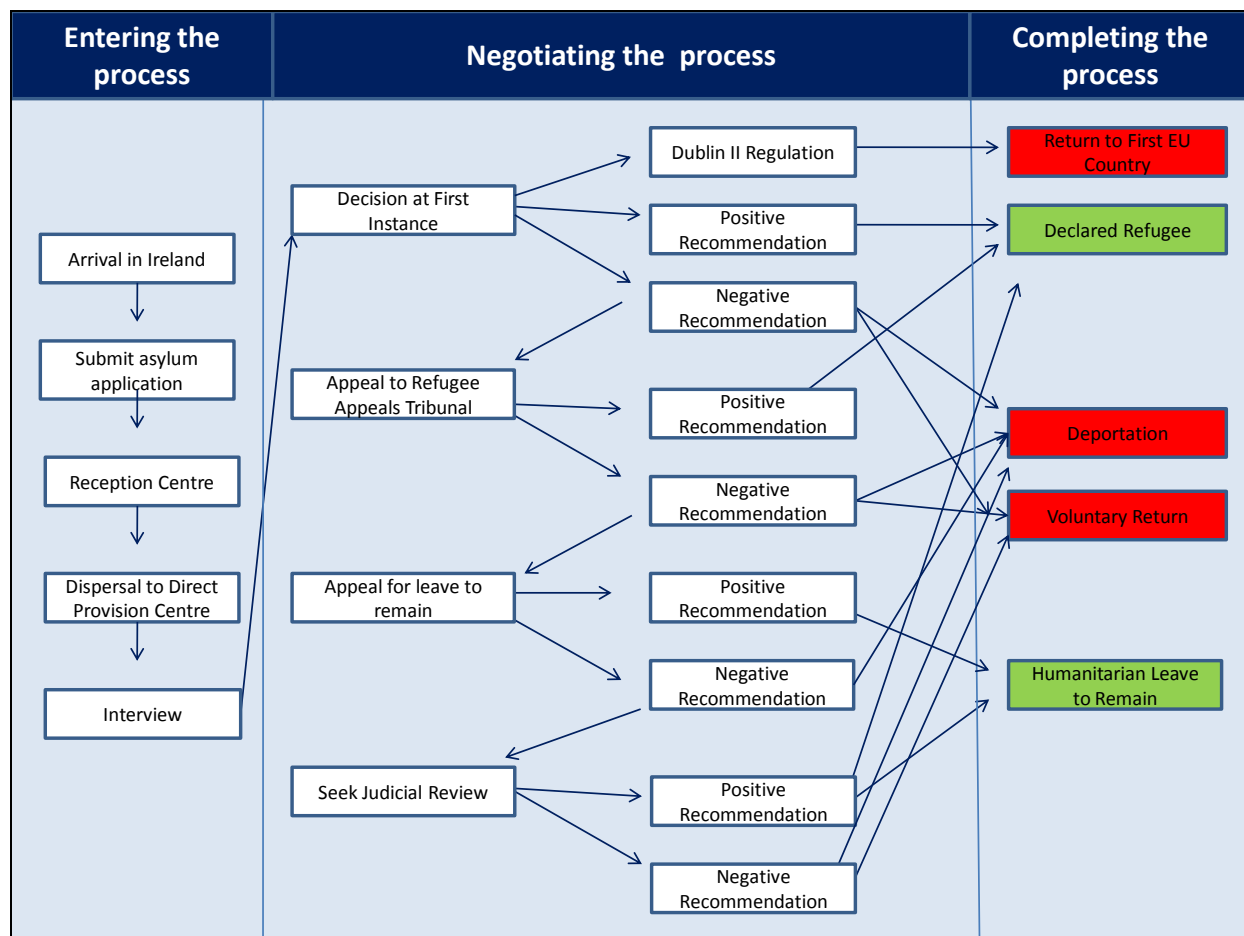
After asylum seekers make their application for asylum in ORAC, they are offered accommodation in a reception centre in Dublin for a period of approximately ten to fourteen days. During this period asylum seekers are given access to health, legal and welfare services, and they complete a detailed questionnaire about their asylum application. Asylum seekers are then relocated to an accommodation centre outside the Dublin area by the Reception and Integration Agency (RIA). Asylum seekers are required to reside or remain at their accommodation centre while their application for asylum is being considered in the State. Asylum seekers can only move from their accommodation centre with the permission of RIA and only in circumstances where RIA is in a position to offer them alternative accommodation. Three countries, Nigeria, Croatia and South Africa, are designated ‘priority countries’. This means that asylum applications from nationals of

¹⁰ Source: Office of the Refugee Applications Commissioner, Annual Report 2006

any of these countries will be prioritised and processed more quickly. They are also accommodated in dedicated centres and have daily reporting requirements.

Asylum seekers who are accommodated in direct provision centre are provided with full board and receive an allowance of €19.10 per week (€9.60 for children). This allowance has not changed nor been adjusted for inflation since it was introduced in 2000. They are not permitted to work, and they do not have a right to attend 3rd level education, post leaving certificate training courses, vocational training schemes or FÁS courses. Children, on the other hand, must attend school and are entitled to free access to primary and secondary education. Asylum seekers may attend part time English or computer courses provided by voluntary groups, and some adult literacy and English language classes organised by the VEC.

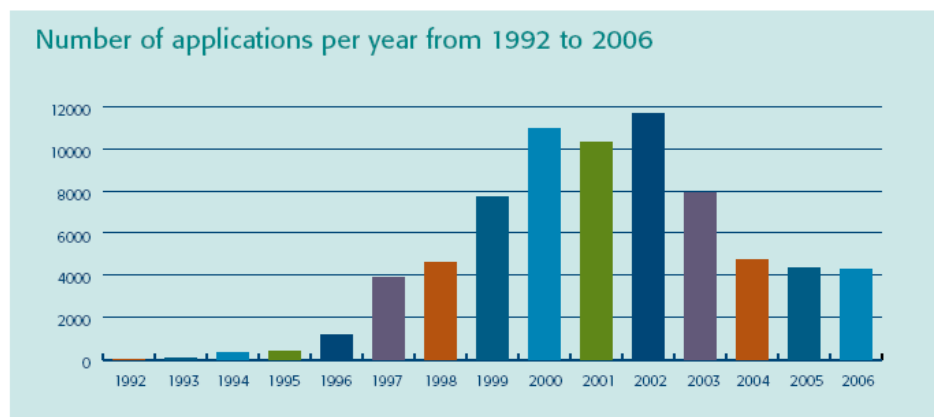
Figure 4.3.1 Overview of the Asylum Process in Ireland



Trends in Numbers of Asylum Applications in Ireland

The number of people applying for asylum in Ireland in the early 1990s was minimal. From the mid 1990's, applications increased at an extremely rapid rate, reaching almost 12,000 in 2002. As illustrated in Figure 4.3.2 and Table 4.3.1, since it peaked in 2002, the number of asylum applications being made in Ireland each year has reduced and levelled off and has remained at around 4,000 for the last number of years.

Figure 4.3.2 Asylum Applications since 1992



Source: ORAC, Annual Report 2006

Table 4.3.1 Asylum Applications in Ireland 2002 -2007

Year	2002	2003	2004	2005	2006	2007	2008 (Jan - March only)
Total No of Applications for Declaration as a Refugee	11,634	7,900	4,766	4,323	4,314	3,985	924

Source: ORAC Monthly Statistics, March 2008

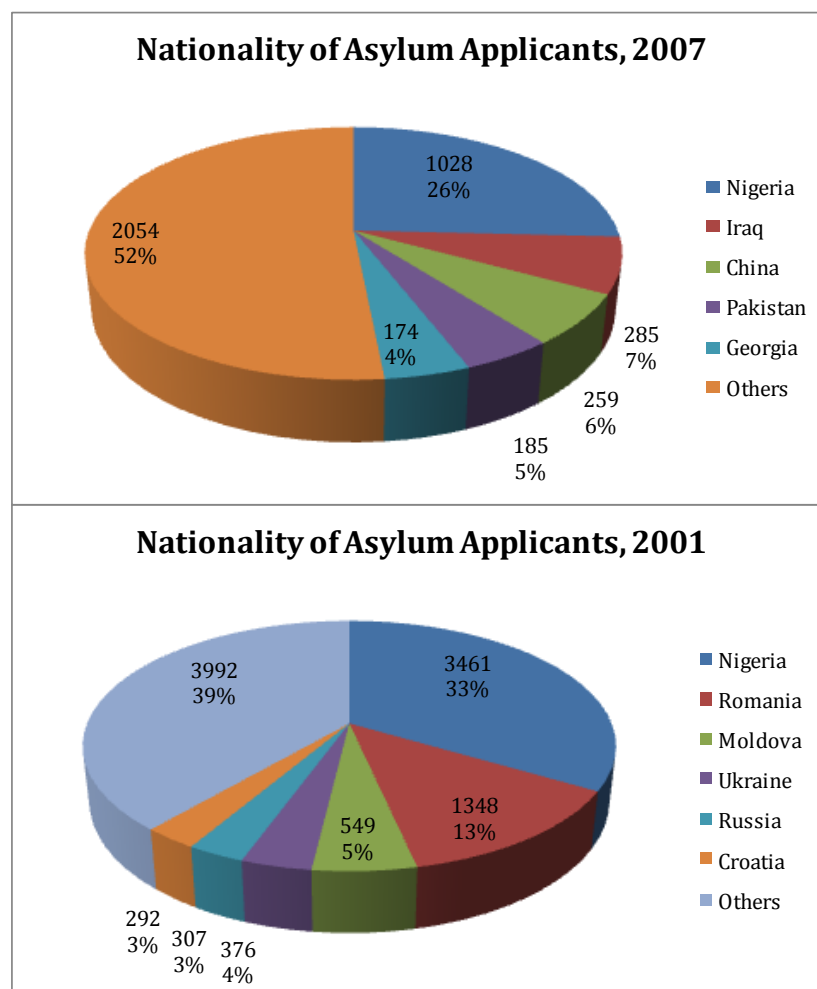
Reasons for the reduction in numbers seeking asylum include:

- Increased border control with people being turned away at the ports of entry; in 2003, for example over 4,500 people were refused 'leave to land' in Ireland
- Introduction of 'carrier sanctions'
- Increased visa restrictions for initial entry into the country
- Length of process
- Change in citizenship rules for Irish born children
- Direct provision and no right to work

Trends in Countries of Origin of Asylum Seekers in Ireland

In terms of the nationalities of those making asylum applications in Ireland, Nigeria was the most common country of origin in 2007. This has been the case since ORAC's first set of statistics were published in 2001, and is illustrated in Figure 4.3.3 below:

Figure 4.3.3 Comparison of Nationality of Asylum Seekers in Ireland, 2007 and 2001



Source: ORAC Annual Statistics 2007 and 2001

The top 5 nationalities represented by those making applications for asylum in Ireland are influenced by a wide range of factors, for example conflicts and humanitarian crises. Some countries that in the past were represented by relatively high volumes of asylum seekers have since joined the European Union (e.g. Romania) and therefore nationals of those states are now free to travel to Ireland without having to apply for protection. The 'Other' countries represented in the pie chart above are made up of 89 different nationalities in 2007, according to the Reception &

Integration Agency. Apart from Nigeria, the countries represented in the top 5 have changed significantly over the past number of years, as shown in Table 4.3.2:

Table 4.3.2 Top 5 Countries of Origin of New Asylum Applications

	2007	2006	2005	2004	2003	2002
1	Nigeria	Nigeria	Nigeria	Nigeria	Nigeria	Nigeria
2	Iraq	Sudan	Romania	Romania	Romania	Romania
3	China	Romania	Somalia	Somalia	DR Congo	Moldova
4	Pakistan	Iraq	Sudan	China	Moldova	Zimbabwe
5	Georgia	Iran	Iran	Sudan	Czech Rep	Ukraine

Source: ORAC Monthly Statistics, 2002 - 2007

Breakdown of Asylum Seekers currently in Direct Provision

As described above, a policy of dispersal and direct provision was introduced in 2000. While asylum seekers wait for an outcome of their application, they are accommodated by the Reception & Integration Agency (RIA). The most recent figures available from RIA show that at the end of February 2008 there were 7,923 Asylum Seekers accommodated in 63 Reception & Accommodation Centres across the country, which are broken down as follows:

Table 4.3.3 Breakdown of Direct Provision Accommodation

<i>Type of Centre</i>	<i>Number</i>	<i>Location</i>	<i>Current Capacity</i>
Reception Centres	2	Dublin	459
Accommodation Centres	52	Located in 20 Counties	6,772
Self Catering Centres	9	6 in Dublin, 1 in Mallow, 1 in Dundalk, 1 in Roscommon	692

Source: RIA

The 63 centres are a mixture of state owned and commercially owned facilities, and consist of hotels, guesthouses, hostels, former convents & nursing homes, mobile home sites and system built facilities. One private company, for example, runs 8 direct provision centres. Appendix B includes a full breakdown of each facility and the number of Asylum Seekers currently accommodated there.

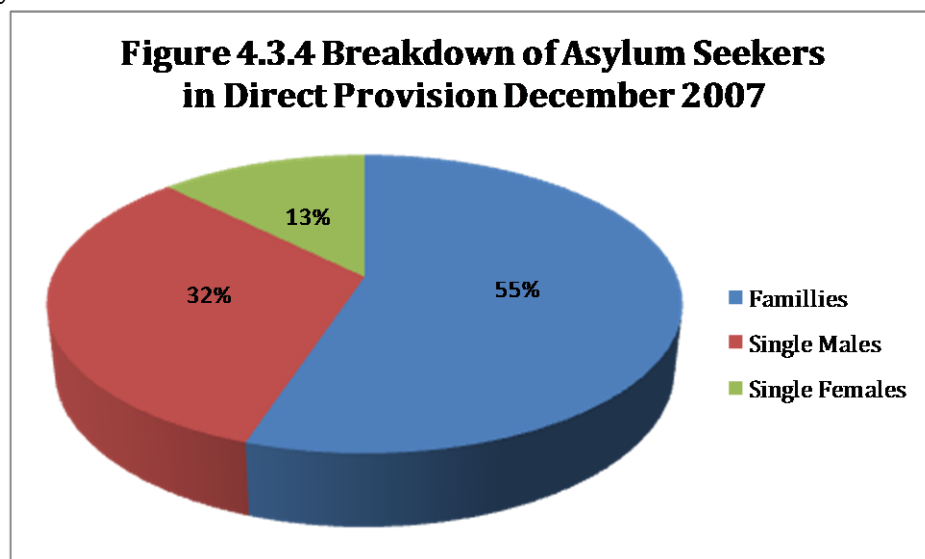
Over 80% of asylum seekers in direct provision are under the age of 35:

Table 4.3.4 Breakdown of Asylum Seekers in Direct Provision by Age

Age	Percentage in Direct Provision
0-4 years	21.1%
5-12 years	8.54%
13-17 years	2.94%
18-25 years	16.43%
26-35 years	32.31%
36-45 years	14.1%
46-55 years	3.31%
56-65 years	<1%
66+ years	<1%

Source: RIA

In terms of sex and family status, RIA breaks down the Asylum Seekers in direct provision in the following way:



Source: RIA

Length of Stay in Direct Provision

The length of stay of people in direct provision varies considerably. In its Intercultural Health Strategy, the HSE notes that at the end of February 2006:

- 812 Asylum Seekers were in direct provision for between one and three months,
- 665 for three to six months,
- 484 for six to nine months,
- 671 for 12 -18 months,
- 414 for 18-24 months, and
- 1,315 for more than 24 months.

Figures obtained by the Irish Times from the Department of Justice in May 2008 ¹¹ show that 45% of people currently living in direct provision have been there for at least 24 months, and a quarter of the total had been in the system for over 3 years.

Outcome of Asylum Applications

When a person makes an application for asylum in Ireland, their application is investigated by the Office of the Refugee Applications Commissioner (ORAC). The process involves an interview and the completion of a questionnaire. ORAC then makes a recommendation to either declare the applicant to be a refugee, or to refuse to declare the applicant to be a refugee. The recommendation issued at this point is referred to as the recommendation 'at first instance'. Sometimes a declaration will be made under what is known as the 'Dublin II Regulation' – this is an arrangement between a number of European countries ¹² that states that individuals must make their application for asylum in the first European country that they enter. In cases where it can be shown that a person has passed through the borders of another member state before coming to Ireland and lodging their asylum application, they may be returned to the country through which they first entered Europe. The number of cases processed to completion by ORAC between 2002 and 2007 are illustrated in Table 4.3.5.

A person who receives a recommendation to be declared a refugee is a Convention Refugee, as they have been recognised as a refugee under the definition contained in the 1951 Geneva Convention. They are entitled to the same rights as an Irish citizen in terms of access to employment, social welfare, education, health care etc, and can apply for Irish citizenship.

Table 4.3.5 Cases Processed to Completion by ORAC, 2002 – 2007 ('First Instance')

	2002	2003	2004	2005	2006	2007	Total
Positive Recommendations	894	345	430	455	397	376	2,897
Negative Recommendations	13,530	8,970	6,468	4,787	3,847	3,432	41,034
Determinations under Dublin II Regulation	191	237	243	439	540	368	2,018
Total	14,615	9,552	7,141	5,681	4,784	4,176	45,949

Source: ORAC Monthly Statistics, January 2008

¹¹ "Number of asylum seekers in hostels growing", Ruadhan Mac Cormaic, Irish Times, 5th May 2008

¹² Austria, Belgium, France, Greece, Germany, Finland, Iceland, Ireland, Italy, Luxembourg, Netherlands, Norway, Portugal, Spain, Sweden, UK

Appeal

A person who is refused a declaration as a refugee at first instance may appeal that decision to the Refugee Appeals Tribunal. They must make this appeal, in writing, within 15 days of notification of the negative decision. The Tribunal, which is a statutorily independent body that exercises a quasi-judicial function, does not publish its decisions or statistics. However, as a result of a Supreme Court ruling in 2006, access to previous decisions is available to legal representatives who apply online and can demonstrate that they are carrying out bona fide research (www.ref-booking.ie).

The Irish Refugee Council produced figures up to the end of 2005 which show the number of asylum seekers who were recognised as refugees in Ireland following appeal to the Refugee Appeals Tribunal:

Table 4.3.6 Positive Recommendations by the Refugee Appeals Tribunal

Year	Total Positive Recommendations
2000	394
2001	482
2002	1,099
2003	828
2004	708
2005	511

Source: Irish Refugee Council, Statistics Report for 2005

It is thought that the majority of asylum seekers who receive a negative decision at first instance (more than 90% of applicants), appeal their case to the Refugee Appeals Tribunal. These years represent the year in which the decision was made, rather than the year in which the application was made, so caution must be exercised in how these numbers are interpreted and compared. However, by looking at the number of negative decisions at first instance and the number of positive decisions at appeal we get an *indication* of the levels of recognition of refugee status by the Refugee Appeals Tribunal. For example, in 2002, over 13,000 people received negative decisions at first instance. Assuming that around 90% of these decisions were appealed, we can see that the numbers receiving positive recommendations from the Refugee Appeals Tribunal in the subsequent years (i.e. that could be these appealed cases from 2002), are very low.

A recent article in the Irish Times¹³ reported that the Department of Justice had compiled figures showing that in the past year, *338 asylum seekers were granted refugee status at first instance and another 225 were granted refugee status at appeal stage*.

¹³ "Number of asylum seekers in hostels growing", Ruadhan Mac Cormaic, Irish Times, 5th May 2008

Ministerial Discretion – Leave to Remain

If unsuccessful at appeal, Asylum Seekers may apply to the Minister for Justice, Equality & Law Reform for 'leave to remain'. If granted, this status means that while the Irish government does not consider you a refugee (under the conditions outlined in the Geneva Convention), it does acknowledge that there are important reasons for you not to return to your country of origin, and will allow you to remain in Ireland for humanitarian reasons. For example, returning home might place you in danger of being executed or tortured. This 'leave to remain' status was also given to approximately 17,000 parents of children born in Ireland under the Irish Born Child Scheme in 2005 (explained further below in 'Irish Born Children').

Judicial Review

In some cases, having received a negative decision at all other stages of the process, an Asylum Seeker will apply to have his/her case subjected to Judicial Review. The purpose of Judicial Review is to allow the High Court to exercise its supervisory role in relation to other tribunals and decision making bodies; in the case of an Asylum Seeker, this would involve them reviewing the decision making of ORAC, INIS or the Refugee Appeals Tribunal. It is not possible for everyone who has received a negative decision, or series of negative decisions to apply for Judicial Review; 'leave to apply' must first be received. There are a number of conditions attached to this:

- The application must be made within 14 days of notification of the decision to be reviewed (this period is 6 months in non-immigration related cases)
- The applicant must demonstrate that he/she has 'substantial grounds' for review
- The Minister for Justice must be made aware that an application for leave to apply for Judicial Review is being made, and is entitled to make a contribution on the applicant's 'leave to apply' application

In 2007, 1,024 asylum judicial review applications were made,¹⁴ compared to 909 in 2006 and 758 in 2005. To put this in context, the total number of all other judicial review applications came to 626 in 2006, so applications relating to matters of asylum outnumber all other applications put together. The total cost in 2007 to ORAC, the Refugee Appeals Tribunal and INIS was estimated at €8.125 million.

Separated Children Seeking Asylum

Children constitute more than half the world's refugee population. According to the Separated Children in Europe Programme, a separated child is:

- A child or young person under the age of 18,
- Outside their country of origin,
- Separated from both their parents, or previous legal/customary caregiver,
- And who may have experienced persecution, lack of protection, armed conflict, serious deprivation and/or trafficking for sexual or other exploitation.

¹⁴ "1,000 asylum review cases last year", Carol Coulter, Irish Times 15th April 2008

The first separated child to seek asylum in Ireland arrived in 1996. These children go into the care of the HSE. They are assigned a solicitor or caseworker from the Refugee Legal Service to legally represent them after they apply for asylum, and assist them through the process. Children under 12 years old are generally placed in foster care, with a small number placed in residential homes provided for Irish children in state care. Children over 12 are generally placed in hostels dedicated to accommodating separated children. Once they reach the age of 18, the responsibility for separated children transfers from the HSE to RIA – these young people are referred to as ‘Aged Out Minors’. Some separated children will not enter into the asylum process because their social workers think that the process will be too traumatic for them, or that they will not be covered by the conventional refugee definition. These children are especially vulnerable as they remain in legal limbo with no protection. Another particularly vulnerable group are those children that go missing from State Care. 441¹⁵ separated children went missing from state care between 2000 and 2007; of those children, 388 (88%) still remain unaccounted for. Tables 4.3.7, 4.3.8 and 4.3.9 provide the most current statistics available on separated children.

Table 4.3.7 Unaccompanied Minor Applications: Gender Profile

Gender	2003	2004	2005	2006
Male	127	56	72	36
Female	144	72	60	32
Total	271	128	132	68

Table 4.3.8 Recommendations issued to Unaccompanied Minors: First Instance

	2003	2004	2005	2006	Total
Granted at First Instance	38	58	56	22	174
Refused at First Instance	163	182	132	47	524
Total Recommendations	201	240	188	69	698

Table 4.3.9 Recommendations issued to Unaccompanied Minors: Appeal

	2003	2004	2005	2006	Total
Granted at Appeals Stage	43	36	20	6	105
Refused at Appeals Stage	280	280	106	43	709
Total	323	316	126	49	814

Source: Making Separated Children Visible, Irish Refugee Council, 2006 (2006 figures are as at 30 June)

¹⁵ “FG fears missing children trafficked”, Elaine Edwards, Irish Times, 16 May 2008

While some children who have gone missing from state care are thought to have absconded and reunited with their families, or have run away after a negative outcome of their asylum application, there are serious concerns that a percentage of these children may be victims of trafficking for the purposes of sexual exploitation, forced labour, or early marriage. The HSE has been criticised for providing a lower standard of care for separated children than would be provided for Irish children in care¹⁶.

Family Reunification

People who are granted refugee status have a right to family reunification with their immediate family (spouse and children under 18), and can apply for reunification with other dependent family members. Those with leave to remain do not have this right, but can apply for family reunification. ORAC produces figures for the number of applications for Family Reunification, provided in Table 4.3.10 below. However, it does not provide data on the outcome of these applications.

Table 4.3.10 Family Reunification Statistics

	2001 – End March 2008	
	Applications	Dependents
Number of Family Reunification applications received	2833	6367
Total Number of Family Reunification applications processed	2711	6150
Number of cases outstanding	122	217

Source: ORAC Monthly Statistics, March 2008

Programme Refugees

Refugees admitted under a government decision are known as ‘Programme Refugees’. They do not go through the same asylum application process as asylum seekers as their status as ‘refugees’ has already been recognised.

Since 1998, the Irish government has committed to admitting, on an annual basis, a number of ‘special case’ refugees who do not technically fall under the scope of Ireland’s commitments under the Geneva Convention. Under this arrangement with the UNHCR Refugee Resettlement Programme, persons are admitted for permanent resettlement rather than for temporary protection. The Reception & Integration Agency had been responsible for the reception and resettlement of these refugees and was obliged to support them and the communities receiving them in the early days of their arrival in Ireland. This role has recently been transferred to the Office of the Minister for Integration. The most recent arrivals under this scheme are the 10 families (52 people) from Karen refugee camps on the Burma/Thailand border to Co Mayo, and a

¹⁶ “Five Kenyan girls go missing, HSE confirms”, Carl O’Brien, Irish Times, 20 May 2008

group from Sudan due to be settled in Co Kilkenny. Following initial reception in the National Refugee Orientation Centre, Ballyhaunis, where they receive initial training, orientation, language support, information about Ireland etc, they are then housed in Irish communities which have been prepared for their arrival through provision of training, communications, and resources with local teachers, politicians, service providers, community leaders etc. The refugees who arrive in Ireland through this programme are an exceptionally vulnerable group. Most of them will have lived in refugee camps for significant periods of time; some for their whole lives.

Before this arrangement with UNHCR, the Irish government admitted and resettled a number of different groups under emergency evacuation programmes. The following tables give an indication of the numbers of Programme Refugees who have come to Ireland:

Table 4.3.11 Refugees admitted under Government Programmes

Year of Arrival	Numbers Admitted	Country of Origin
1956	530	Hungary
1973	120	Chile
1979-2000	803	Vietnam (includes initial intake & family reunification)
1985	26	Iran
1992-2000	1341	Former Yugoslavia (Bosnia) (includes initial intake & family reunification)
1999-2000	1063	Kosovo (includes initial intake & family reunification)

Source: RIA

Table 4.3.12 Refugees admitted under UNHCR Refugee Resettlement Programme

Quota Year (quota)	Number Admitted
1998 -2004 (10 applicants per year plus immediate family members)	223
2005 (116)	115
2006 (200)	184
2007 (200)	114

Source: RIA

Asylum Applications: How does Ireland compare internationally?

Internationally, the number of new asylum claims submitted in the 38 industrialised countries in 2006 fell by 15% on the previous year.

Europe:	216,000 (-17%)
North America:	64,000 (+ 7%)
Australia & New Zealand:	3,800 (+6%)

Source: UNHCR Statistical Yearbook 2006

Of the 216,000 claims submitted in Europe, the vast majority of these (181,000) were in the 15 countries that made up the European Union pre-enlargement in 2004.

The main countries of origin for those submitting new applications for asylum in 2006 were: Iraq (23,000), China (18,200), Russian Federation (15,900), Islamic Republic of Iran (10,800) and Turkey (9,000).

The 2006 figure of 4,314 asylum applications in Ireland represents less than 1.5% of all who sought asylum in the industrialised world. By comparison, Malta, whose population is approximately one tenth the population of Ireland, received 4,545 asylum applications in 2006. Of course, Malta's geographical location makes it a more accessible destination than Ireland for Asylum Seekers, but this comparison does give an indication of the relatively small "burden" that Ireland has in terms of our responsibilities for international protection.

Irish Born Children ('IBCs')

In 2003, a Supreme Court judgement removed the automatic right to permanent residence in Ireland for non-national parents of Irish born children. The ruling said that while an Irish-born child has a right to the care and company of his/her parents, this does not imply a right for this to take place in Ireland. Until this point, children born in Ireland were entitled to Irish citizenship, regardless of the nationality of their parents, and a referendum was held in June 2004 that proposed to remove this automatic right. The referendum was passed by a large majority. Following the Supreme Court ruling in 2003, the CADIC coalition (Coalition Against the Deportation of Irish Children) was set up to lobby for the rights of Irish born children and their families. In 2005, the then Minister for Justice announced a scheme to grant temporary residence for 2 years to individuals who were non-Irish citizen parents of Irish born children who were born prior to 1st January 2005. 16,693 people, over 90% of applicants, were granted leave to remain in Ireland under this scheme. After the initial two year period, the applicants would be required to demonstrate that they were economically independent in order to maintain their residency. It is argued that there is a particular challenge for this group in securing economic independence because of the fact that many of those granted leave to remain under the scheme were single parents, a group who face serious difficulties in securing employment without access to affordable, reliable child care. Government policy made it clear that people in this situation were not entitled

to family reunification so that the other parent, for example, could join the family in Ireland; in fact, applicants for residency under the scheme were required to sign a waiver, giving up any right to family reunification.

Deportation & Voluntary Return

Asylum seekers who do not receive refugee status at any of the various stages of the asylum system are issued with an order to return to their country of origin. This can happen through deportation which the Garda National Immigration Bureau is responsible for, or alternatively the option of 'voluntary repatriation' can be taken. This is a programme organised in conjunction with the International Organisation for Migration.

According to a report made to the Oireachtas Public Accounts Committee by the Director General of the Department of Justice, Equality & Law Reform on April 24th 2008, 135 deportations were made in 2007, a reduction from a high of 599 in 2004. In the last 12 months, the Dept of Justice reported that 282 deportation orders were issued to unsuccessful asylum seekers, 98 deportation orders were effected, and 126 people opted to return home voluntarily.

4.4 International Students

Section 4.4 in Brief

- All non-EEA students who are in Ireland on a student visa are entitled to work for a maximum of 20 hours per week; the Towards 2016 agreement includes a commitment to introduce additional work permit requirements for those on student visas.
- According to Education Ireland, in 2006/07 there were 27,275 non-Irish students registered in 50 institutions. However, this figure included both EU and non-EU students and did not include English language schools.
- Based on research carried out by Failte Ireland, the total number of English Language students in Ireland in 2007 was between 130,000 and 140,000.

Introduction

International students have been coming to Ireland and studying since long before the increase in immigration – both economic and seeking protection – to Ireland in recent years. International education is big business, with demand for education beyond national boundaries increasing by 40% over the last decade, and predictions that internationally mobile students will rise to at least 6 million by 2020¹⁷. In Ireland, there is a mixture of:

- EU students spending a year in an institute of higher education through programmes like Erasmus & Socrates
- US students taking part in a ‘junior year abroad’ programme
- EU students participating in full degree or post graduate degree courses (taught & research)
- Non-EEA students participating in full degree or post graduate degree courses (taught & research) (in institutions recognised by the International Education Board)
- Non-EEA students participating in courses in institutions that are not recognised by the Higher Education Board (e.g. English language schools, other private colleges etc)

EU students who study in Ireland are entitled to benefit from the Free Fees Scheme, like any Irish student. They can also work in the same way that an EU migrant worker is entitled to work without having to first obtain a work permit. Universities have a significant dependence on non-EU students for their degree courses, and benefit from the higher fees that they are liable for. For

¹⁷ International Education Board of Ireland, “International Students in Higher Education in Ireland 2006/2007”, February 2008

example, the fees for an EU student, not entitled to free fees¹⁸, for one year on the undergraduate Medical degree in Trinity College Dublin is €7,522. For a non-EEA student the fee is €27,000. The English Language sector alone is estimated to be worth €500m per year to the Irish economy.

All non-EEA students who are in Ireland on a student visa are entitled to work to support themselves when they are here, for a maximum of 20 hours per week during term time, and 40 hours per week during holiday time. In order to be issued with a student visa, the student must fulfill a number of conditions:

- Provide an immigration history,
- Have a valid passport,
- Have evidence of their course and of fees paid,
- Provide evidence of private medical insurance and self sufficiency.

Non-EEA students are not entitled to free medical care or to social welfare payments.

Sources of Information on International Students

Getting a complete and accurate picture of the numbers of international students currently in Ireland is very difficult, as there is no one central place where these statistics are collated.

- Visas for non-EEA students are generally issued by the Irish Embassy or Consulate in the student's country of origin;
- Students on arrival in Ireland need to register with the Garda National Immigration Bureau;
- The International Education Board only collects data from 50 Institutes of Higher Education, and these do not include any English Language schools;
- There are approximately 110 English language schools approved by ACELS¹⁹, who estimate that approximately 20% of students studying English in Ireland are registered with schools that are not approved by ACELS.

Bearing in mind these various factors which limit our ability to obtain definitive numbers, we can look at a number of statistics and sources which at least give a broad sense of the kind of numbers and trends that we are seeing in Ireland at the moment.

¹⁸ Students are not entitled to free fees if it is their second degree, or if they are repeating a year

¹⁹ ACELS = The Advisory Council for English Language Schools, a state body under the auspices of the Dept of Education & Science

Education Ireland: Statistics on International Students

The International Education Board (rebranded as Education Ireland) was set up by the government in 1993 to establish Ireland as an international centre for education. According to their 2006/2007 report, there were 27,275 non Irish students registered in 50 participating Higher Education Institutions²⁰ during the academic year 2006/07, from 142 different countries. It is important to note that this number includes both EU and non EU students, and does NOT include those registered in English language schools. Table 4.4.1 shows how these figures are broken down.

Table 4.4.1: Breakdown of International Students by Sector and Region of Origin

Sector	Non-European	EU	Other Europe	Total
Universities & Recognised Colleges	9,967	7,479	460	17,906 (65%)
Independent Colleges	3,993	964	116	5,073 (19%)
Institutes of Technology	1,501	2,489	57	4,047 (15%)
Other	139	101	9	249 (1%)
Total	15,600 (58%)	11,033 (40%)	642 (2%)	27,275

Source: International Education Board of Ireland

Fáilte Ireland: Statistics on English Language Students

Fáilte Ireland commissioned a piece of research on English language schools in Ireland, to learn more about the country of origin and the length of stay of students attending EFL²¹ courses in Ireland. This research was published in December 2007. 110 ACELS approved language schools were invited to participate, and 66 responded. Based on the 66 schools that responded:

- 77,766 students attended an EFL course in Ireland between November 2006 and October 2007.
- There was an average of 1,196 students per school.
- 83% of students came from EEA countries, with Italy having the highest attendance levels.

²⁰ Includes all the major universities, institutes of technology, colleges of education, and a number of other colleges. Full list available on www.educationireland.ie

²¹ EFL = English as a Foreign Language

- 9 weeks was the average length of time for the students in the English language schools.
- Extrapolating from the figures obtained through surveys, Fáilte Ireland estimates that the total number of EFL students in Ireland for 2007 is between 130,000 and 140,000.
- Looking at Fáilte Ireland's figures in more detail, we estimate that students from non-EEA countries have a longer average stay than those from the EU, with 17.2 weeks representing the average for this group.

Garda National Immigration Bureau (GNIB) and Extrapolation of Data

While the GNIB does not release official statistics, during one of the interviews for this report it was mentioned that the GNIB had 35,000 non-EEA students 'on its books' in February 2008.

4.5 Undocumented Workers

Section 4.5 in Brief

- By their nature, “undocumented workers” or “migrants with irregular status” are a difficult group to provide quantitative and accurate data on.
- However, the International Labour Organisation estimates that between 10-15% of migrants globally are undocumented workers.
- According to a 2006 MRCI publication “Life in the Shadows”, the most common reason for workers becoming undocumented were
 - Employers failing to renew the work permit
 - Being made redundant and not being able to secure a work permit for a new job
 - Other causes include working outside the terms of a residency permit, trafficking, coming as family members of legally resident migrants and working without the required permit.
- Consequences of irregular migration include exploitation, and exclusion from social and legal protection, thereby making undocumented workers a particularly vulnerable group.

Introduction

“Undocumented workers” or “migrants with irregular status”²² are a particularly vulnerable group in society. By their nature, they are a group that are very hard to quantify, as they tend to live in the margins and in the shadows, trying to avoid drawing attention to themselves for fear of negative consequences from the immigration authorities. This section will explain the various ways in which migrants can become irregular, and will give some statistics with the caveat that at best these are informed estimates.

Becoming undocumented

The International Labour Organisation estimates that between 10% and 15% of migrants globally are irregular. Anecdotal and qualitative research in Ireland would suggest that the majority of migrants who are currently irregular or undocumented entered Ireland ‘legally’ and with the correct documentation but for a variety of reasons they later found themselves with an irregular status. In MRCI’s “Life in the Shadows” report, of the 60 undocumented workers they spoke to, 90% had entered the country legally.

²² The media and politicians sometimes use the term ‘illegal immigrants’, a term that is generally avoided by those working in the sector as it implies that the people involved have committed criminal offences rather than administrative infringements (“Life in the Shadows”, MRCI, 2008)

The most common reasons for becoming undocumented are:

- Employers not renewing the work permit
- Being made redundant and not being able to secure a work permit for a new job

Other ways in which people become irregular include:

- Working outside the terms of the residency permit (e.g. students working more than 20 hours per week)
- Overstaying visas (e.g. holiday visas)
- Trafficking for forced labour
- Residing and working on false papers
- Coming as family members of legally resident migrants and working without the required permit
- Asylum seekers whose asylum claims are unsuccessful but remain in Ireland

In an analysis of MRCI's drop in centre clients for 2006, they found that out of 1,000 workers who entered the country legally, 25% had become undocumented by the time they sought the support of MRCI. Three quarters of this group were from Asia, and 15% from Central and Eastern Europe.

Consequences of irregular migration

Undocumented workers are a particularly vulnerable group, open to exploitation and excluded from most social and legal protections. Some employers may exploit this group: paying them low wages, forcing them to work long hours, not providing them with adequate health and safety protections, not giving them days off, holiday pay, or many other of their rights and entitlements. Often, the employee is fearful that any protest or demand for better treatment could result in him/her losing the job, and/or the employer informing the immigration authorities that they are working illegally. From an Irish worker and Trade Union perspective, the employment and exploitation of undocumented workers also drives down the wages and conditions for Irish workers and regular migrant workers. As well as this workplace exploitation, undocumented workers are vulnerable in other ways:

- Low paid jobs often lead to migrant workers living in relative poverty
- No access to social protection or social welfare: if they are sick, pregnant, have an accident etc they are vulnerable to losing their jobs and income with no unemployment benefit, disability benefit etc
- Healthcare: fear of being 'caught' often prevents undocumented workers from seeking appropriate health care even when in dangerous situations

- High levels of stress and mental anguish as they often live in fear of being caught and deported
- Lack of support from other services e.g. Gardai, again for fear of contact with authority and its potential consequences
- Inability to travel home for family emergencies, funerals etc

These consequences of irregular migration are largely the same as those faced by the 'undocumented Irish' in the USA. In a survey done by MRCI and FOMACS²³, three quarters of respondents said that the government should give undocumented workers the opportunity to legalise their status, provided they work and pay taxes.

²³ FOMACS = Forum on Migration and Communications, a 3 year programme led by DIT in conjunction with Metro Eireann and a number of NGOs to look at the media and the topic of immigration and integration

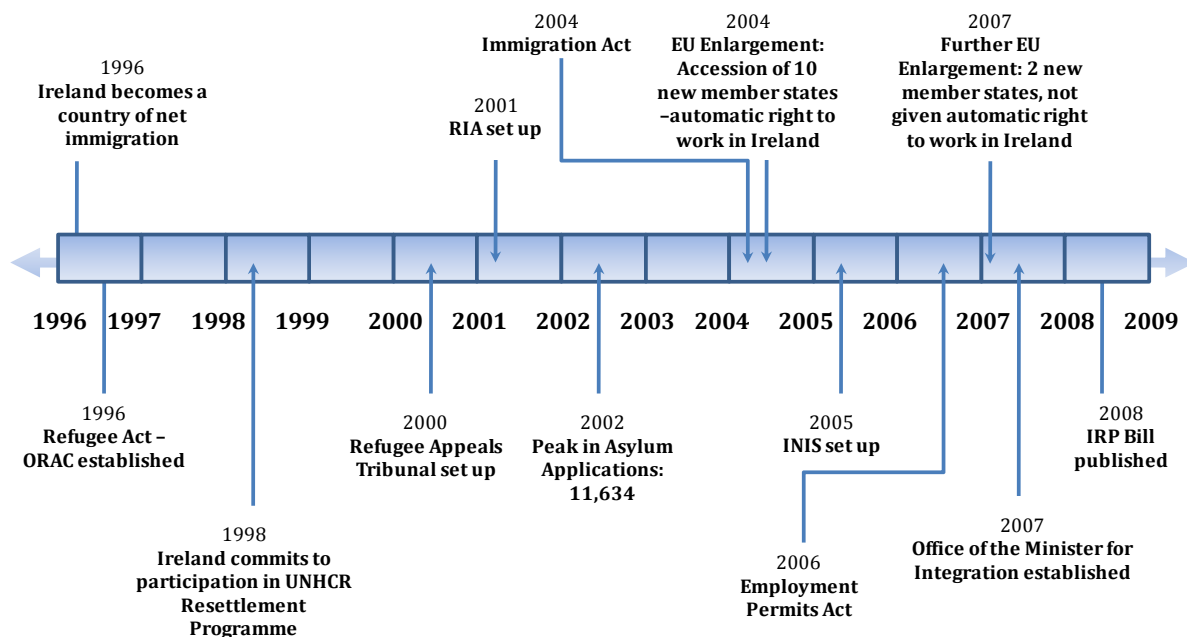
5. Legislation, Government Policy & State Agencies

5.1 Introduction

This chapter sets out the various pieces of legislation and government strategies and policies that have been put in place and are being developed by the government and by various state agencies in response to the increase in inward migration to Ireland. It also outlines the different state entities that have responsibility for different aspects of policy implementation and service delivery in this area. The two most significant recent events are the establishment of the Office of the Minister for Integration following the 2007 general election, and the Immigration, Residence and Protection (IRP) Bill which, at the time of writing, was going through the Oireachtas. These will both be discussed along with a number of other areas in this section.

The timeline below shows the chronology in which events have happened, and the various government responses and initiatives to deal with the rapidly changing demographic landscape of Irish society:

Fig 5.1.1 Timeline of Events



The diagram on the following page provides an overview of the government landscape as it related to New Communities, particularly immigration and integration policies:

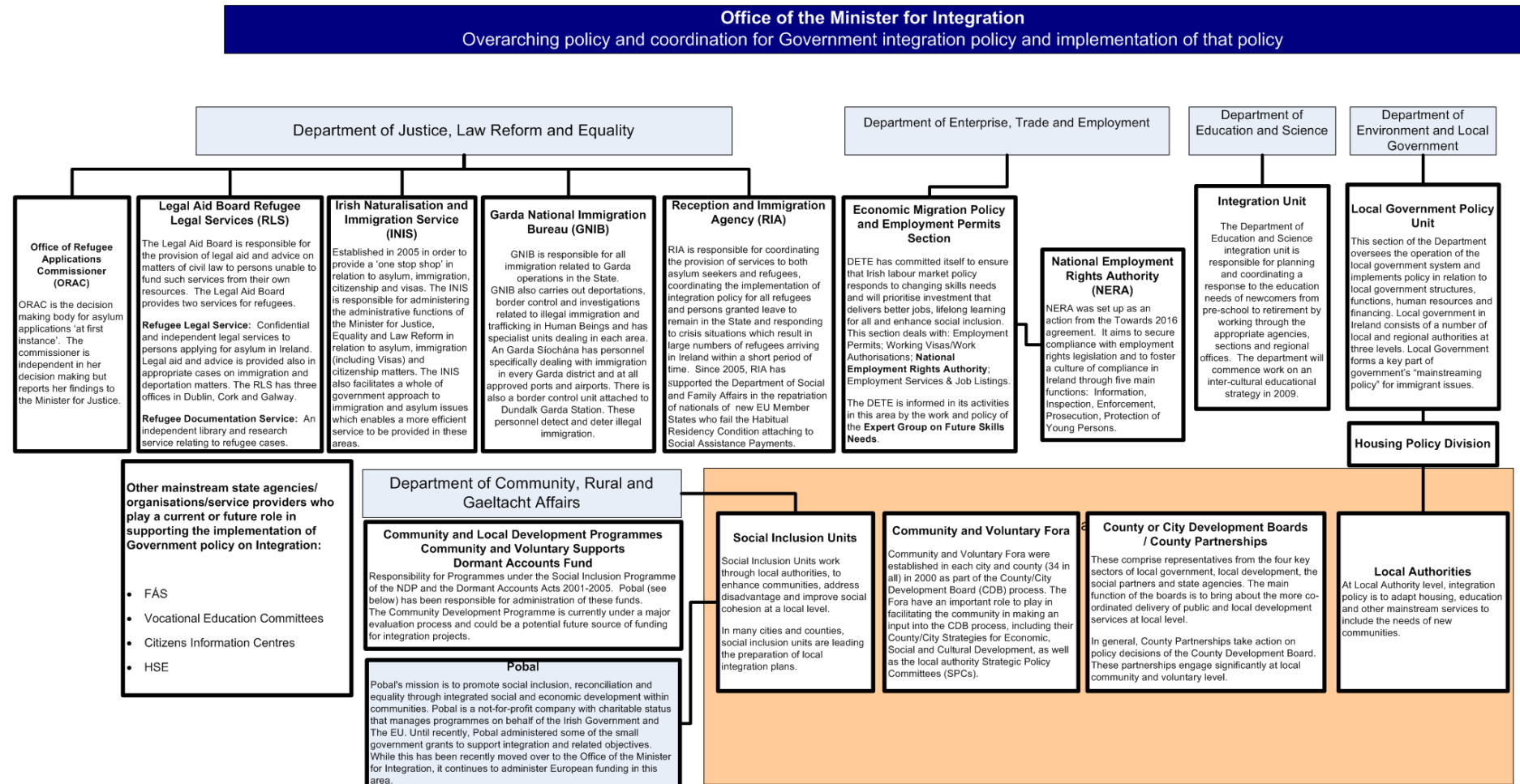


Figure 5.1.2: Overview of Government Landscape

5.2 The Office of the Minister for Integration

The Office of the Minister for Integration was established in June 2007, and Conor Lenihan TD was appointed as the first Minister of State with Special Responsibility for Integration Policy, sitting across the Dept of Community, Rural & Gaeltacht Affairs, the Dept of Education and Science, and the Dept of Justice, Equality & Law Reform. The Office is physically based in the Dept of Community, Rural & Gaeltacht Affairs but its staff of 14 are all from the Dept of Justice, largely made up of the team that had previously been responsible for integration within the Reception & Integration Agency. ***The office is responsible for legally resident migrants only.*** The Resettlement Quota programme which brings programme refugees to Ireland for resettlement is run from the Office. They do not have any responsibility for integration of travellers, for asylum seekers, or for undocumented workers.

On May 1st 2008, the Minister of State launched a statement on integration strategy and diversity management called 'Migration Nation'²⁴. Some of the messages that come out of the document, and that are likely to influence future policy and planning in this area include:

- A “whole of government” approach to integration policy,
- A commitment to mainstreaming of services for new communities rather than the creation of targeted supports; where targeted supports may be required, these will be kept to a minimum and will be short term responses,
- Bringing integration objectives into the overall social inclusion agenda, including funding and monitoring,
- Building the capacity in the new communities to help them to represent themselves,
- Stressing the importance of local communities: “Integration lives and breathes, and indeed dies, at the level of community”. Emphasis on using existing structures and organisations to deliver integration measures,
- Key areas considered crucial for integration success: host language education, interpretation & translation, information provision, and funding arrangements,
- A number of new government structures to be established: the Cabinet Committee on Social Inclusion and Children has been expanded to include integration related issues; a Commission on Integration; a Ministerial Council on Integration; a Task Force on Integration.

²⁴ “Migration Nation: Statement on Integration Strategy and Diversity Management”, Office of the Minister for Integration, May 2008. Available on www.diversityireland.ie

Some of the influences acknowledged in “Migration Nation” and the publicity surrounding its publication include:

- 1) NESC Report on Migration Policy (2006)
- 2) European Union Common Basic Principles for Immigrant Integration
- 3) Fitzpatrick Report on Funding Migrant Ethnic groups (2007)
- 4) OECD Public Management Review “Ireland: Towards an Integrated Public Service” (2008)
- 5) US Migration Policy Institute

‘Migration Nation’ specifically identifies 8 key actions and 4 key principles that will inform and underpin the Irish State’s policy with regard to integration:

Key Principles

1. A partnership approach between the Government and non-governmental organisations, as well as civil society bodies, to deepen and enhance the opportunities for Integration.
2. A strong link between integration policy and wider state social inclusion measures, strategies, and initiatives
3. A clear public policy focus that avoids the creation of parallel societies, communities and urban ghettos, i.e. a mainstream approach to service delivery to migrants
4. A commitment to effective local delivery mechanisms that align services to migrants with those for indigenous communities

Key Actions

1. A clear commitment to Immigration Laws that control and facilitate access to Ireland for skilled migrants with a contribution to make.
2. A formal pathway to Permanent Residency and Citizenship for those who qualify.
3. A streamlined asylum process which progressively reduces inordinate administrative and legal delays.
4. Specific funding from Government and Philanthropic sector to support diversity management in Local Authorities, political parties, sporting bodies and faith-based groups who deal with migrant needs on a daily basis.
5. Citizenship and long-term residency to be contingent on proficiency of skills in the spoken language of the country.
6. More targeted support for teachers and parents dealing with diversity in the classroom or school setting.
7. Enhanced institutional and legislative measures to be in place to combat exploitation or discrimination against migrants in the context of the Government’s implementation of “Towards 2016”
8. New structures to assist and reflect the changed dynamic of migration into Ireland, i.e. a standing Commission on Integration, a Ministerial Council on Integration and a Task Force to establish future policy needs.

5.3 Department of Justice, Equality & Law Reform

The Department of Justice, Equality, and Law Reform (DJELR) is broadly responsible for drawing up policies and laws that govern and control immigration.

The **National Action Plan Against Racism (NPAR)** was launched in 2005 by the then Minister for Justice, Michael McDowell, TD, and originated in a commitment made by the Irish government at the UN Conference Against Racism in South Africa in 2001. Its framework is based on 5 objectives: Protection, Inclusion, Provision, Recognition, and Participation. While the NPAR remains a key policy document, 'Migration Nation' points out that anti-racism is a necessary, but not sufficient, condition for integration and that we must move beyond thinking purely in terms of anti-racism.

Up until now, much of the legislative basis for immigration in Ireland has come from laws enacted from the 1930s, when immigration into Ireland was an uncommon occurrence. For some time it was argued that Ireland needed comprehensive legislation to deal with the issues of immigration and residence, and in April 2007 a draft **Immigration, Residence & Protection Bill** was published. When the Dáil was dissolved in May 2007, this piece of draft legislation lapsed. It was published again, with some changes, by the new Minister for Justice Brian Lenihan TD²⁵ in January 2008. The new Bill has been subject to criticism from many different organisations (described in more detail in section 7.3) and it was reported on the 21st of April²⁶ that the government is to make over 200 amendments to the Bill, including the removal of a requirement for residents from outside the EEA to seek the Minister for Justice's permission to marry. It was acknowledged that the Bill in its current state could potentially discourage the immigration of skilled migrants who are essential for the Irish economy. The area of family reunification, however, has not yet been addressed.

An **Anti Human Trafficking Unit** was set up in the Dept of Justice, Equality and Law Reform in early 2008. It will be exclusively dedicated to coordinating and facilitating the implementation of a new national strategy to address human trafficking. A High Level Group on Combating Trafficking in Human Beings is also being established and this group will draft the National Action Plan to be implemented by the Anti Human Trafficking Unit. A key goal of the national plan will be that Ireland has in place the appropriate legislative and administrative structures to allow for the ratification of international instruments (e.g. Council of Europe Convention on Human Trafficking). The **Criminal Law (Human Trafficking) Bill 2007** has passed through all stages and will be enacted in June 2008.

A campaign for a '**bridging visa**' for migrants with irregular status has been led by the Migrant Rights Centre of Ireland. In February, the Dept of Justice, Equality & Law Reform confirmed that they were looking into the development of a formal scheme that would give migrant workers who had become undocumented through no fault of their own the chance to legally re-enter the workforce. An amnesty or mass regularisation was ruled out by the Department in favour of a system that would look at the individual circumstances of each case, with specific conditions in place.

²⁵ Brian Lenihan TD was replaced by Dermot Ahern TD as Minister for Justice in May 2008

²⁶ "Lenihan to make 200 changes to his own immigration bill", Irish Times, 21st April 2008

There are a number of different government agencies which sit under the Minister for Justice, Equality, and Law Reform and which have direct, day-to-day responsibility for the implementation of the government's immigration and protection policies:

Irish Naturalisation & Immigration Service (INIS): is a 'one stop shop' for visa, immigration, citizenship, residency issues based on Burgh Quay, Dublin.

Office of the Refugee Applications Commissioner (ORAC): is the decision making body for asylum applications 'at first instance'. Asylum seekers make their application for asylum to ORAC, and also applications for family reunification for those who have been granted asylum. Although the Commissioner makes recommendations to the Minister for Justice, she is independent in her functioning and decision making.

Garda National Immigration Bureau (GNIB): Based in the same building as INIS, the GNIB is responsible for implementing the immigration responsibilities of the Garda Síochána in Ireland. There are also immigration officers based at Garda stations across the country. Some categories of immigrants are required to register with the GNIB. They are also responsible for carrying out deportations, border control, and investigations related to irregular immigration and trafficking.

Reception & Integration Agency (RIA): is responsible for coordinating the provision of services to both asylum seekers and refugees. It manages the direct provision system and has, in the past, provided some small grants for integration activities. It was responsible for the Programme Refugee scheme but this has recently moved to the Office of the Minister for Integration.

Refugee Legal Services (RLS): is a service provided by the Legal Aid Board. While their statutory board is appointed by the Minister for Justice, the Legal Aid Board is an independent body. RLS provides free, confidential, independent legal services to people applying for asylum in Ireland. They also provide legal advice on matters relating to immigration and deportation.

Depending on the outcome from the debate on the Immigration, Residence, and Protection Bill, some of these structures may be altered in the near future.

5.4 Department of Enterprise, Trade & Employment

The Department of Enterprise Trade & Employment (DETE) are predominantly interested in migration from an **economic perspective**, and uses a number of schemes to provide permission to work in Ireland for workers from non-EEA countries who have particular skills that can fill a gap that has been identified in the Irish workforce by the Expert Group on Future Skills Needs, among others. It is now believed that most labour shortages in Ireland can be filled from within the EU and that any remaining gaps in terms of specific skills will be filled through the Green Card and permits systems by workers from outside the EU.

The implications of the **Work Permits Act 2006** are explained in more detail in section 4.2, but it essentially changed the system from one of work permits and work visas/authorisations for non-

EEA nationals, to one which includes Green Cards, Work Permits, Intra Company Transfer Permits, Work Permits for Spouses/Dependents, and short term permission to remain in Ireland for the purposes of securing employment for Non-EEA Graduates from Irish third level institutions. The new Act includes some changes in the rules for work permits which provide greater protection for workers against exploitation, including the employee's right to hold the original permit and greater information on the permit itself, including salary information which can be checked by NERA.

The **National Employment Rights Agency (NERA)** was established under the Social Partnership Agreement, "Towards 2016", to achieve a national culture of employment rights compliance. The number of Labour Inspectors was increased from 31 to 90, and their powers were increased. While the establishment of NERA was not deliberately targeted at migrant workers, but rather at protecting the rights of all workers in Ireland and ensuring that employers are compliant with labour laws, migrant workers will also benefit from this greater emphasis on responsibility towards all those in the workplace.

The then Minister for Enterprise, Trade & Employment, Micheál Martin TD announced on 18th March 2008 that he was to introduce a new scheme that will mean that those travelling to Ireland from outside the EEA on **student visas** will, in the future, need work permits if they are to work here. Currently, those on student visas can work up to 20 hours per week in term time, and 40 hours per week in holiday time, without having to apply for a work permit. A number of trade unions had expressed concerns that such students were being exploited and employed as cheap labour, that many were working more than 20 hours by either working some hours 'off the clock', or by working in a number of different jobs. Implementing a work permit system is seen as a way of protecting students from exploitation and of protecting Irish workers from being undercut by cheap labour. Attracting international students to Ireland continues to be a priority for the Government, however, with the English language education sector alone estimated to be worth €500 million annually.

5.5 Department of Education & Science

The Dept of Education has responsibility for the integration of children and young adults in the Irish education system and an **Integration Unit** was established there in October 2007 following the setting up of the Office of the Minister for Integration. The Unit has a staff of 3 people, but does not have its own budget. Services are funded from the budgets of the front line sections providing these services. **Intercultural guidelines** aimed at supporting teachers and schools to develop an inclusive learning environment have been distributed to all schools across the country.

Under the NPAR, the Dept of Education committed to developing a **National Intercultural Education Policy**. Drafting of this plan will commence in early 2009. The **ESRI** were commissioned to undertake a study on how the increasing diversity of students impacts on resource requirements and day to day teaching and learning. This review is expected to be complete in Autumn 2008. The Department are also taking part in an **OECD review of migrant education policy and practice**, which is trying to identify the kinds of policy and practice that lead

to the best educational outcomes for first and second generation migrant learners. The Department's Inspectorate will carry out an **evaluation of the teaching of English** as a second language in both Primary and Secondary schools in 2008/2009. At the time of writing, the Dept of Education was funding **2,000 English language support teachers**.

5.6 Health Service Executive

The HSE launched its **National Intercultural Health Strategy 2007-2012** in February 2008. It was developed following wide consultation and aims to promote greater inclusion of minority ethnic communities, migrants, and asylum seekers in the health service. The Strategy includes Travellers as well as those from outside Ireland. The Strategy acknowledges that both the staff and the service users of the HSE are from increasingly diverse backgrounds, and that there is work to be done to ensure equality in terms of recruitment, retention and promotion of staff as well as improving equality of access to services and of service delivery. Language, translation and interpretation services, and cultural sensitivity and understanding were all identified as key areas of development. Improving data around the health status and needs of people from diverse cultures and ethnicities in Ireland was also identified as a priority, with the introduction of an 'ethnic identifier' to data collection as one of the first action points to be addressed. Overall, the Strategy has been widely welcomed and an implementation plan is due to be published in the next few months, where emphasis is likely to be on training of staff. The HSE appear to be open to and positive about working with NGOs where appropriate, and already provide significant funding to a range of organisations that focus on health in New Communities including Cairde, Access Ireland, Spirasi, and the Vincentians.

5.7 Department of the Environment, Heritage & Local Government

Developing integration plans for cities and counties is seen as a positive step in improving integration at a local level and developing ownership and accountability among a wide group of stakeholders. Under the National Action Plan Against Racism, a number of cities and towns developed **Anti Racism and Discrimination** (ARD) plans under a pilot programme (e.g. Galway, Drogheda). More recently, there has been a move away from a purely anti-racism focus towards a wider integration and intercultural focus. These are being led by social inclusion units within local authorities, but involve a wide range of statutory and voluntary bodies in their development and implementation. Different areas are at varying stages of development; Dublin city is due to launch their integration plan in May 2008 while Limerick is just entering its research phase in June 2008. In 'Migration Nation', local authorities were identified as one of the 4 main channels for funding of integration initiatives; however, from the Dept of the Environment, Heritage & Local Government's perspective it is not yet clear whether this funding will be channelled through them, or whether it will be allocated directly to local authorities from the Office of the Minister for Integration.

The Department highlights housing as a critical issue for the successful integration of New Communities in Ireland. In 2005, there were approximately 44,000 households in need of housing support, with 15% of them non-Irish households (approximately 8% non-EU, 7% EU). The 2008 assessment is expected to show a higher proportion of non-Irish households, particularly those from within the EU. Social housing support is being designed in such a way as to avoid the segregation and 'ghettoisation' of already marginalised groups. There are currently 88 housing authorities in the country, each using slightly different planning and allocation policies and methods. It has been recognised that there is a need to standardise the system, and that it should aim to build communities with a mixture of tenures (e.g. private ownership, private rented accommodation, local authority provided housing) and with stabilised tenancies in order to develop sustained communities.

5.8 Department of Community, Rural & Gaeltacht Affairs

The Department of Community, Rural & Gaeltacht Affairs has a remit for sustainable community development, in both rural and urban areas. The Department funds a range of programmes and initiatives to support community development so that socially excluded groups can be active participants in identifying and meeting the needs of their local communities. These programmes include: **Community Development Programme**, **Local Development Social Inclusion Programme**, **Community Services Programme**, and **RAPID** (Revitalising Areas by Planning, Investment, and Development).

The Department also has lead responsibility for **developing the relationship between the State and the Community and Voluntary Sector**, a subject on which they published a White Paper in 2000. Support and funding for community and voluntary organisations, for volunteerism, for corporate social responsibility, and for philanthropy are all stated responsibilities of the Department. While the Office of the Minister for Integration is physically located in the Department's office, the staff of the Integration office are all from the Department of Justice and there doesn't appear to be any explicitly stated, substantive engagement as yet in the areas of immigration or integration on behalf of the main Department of Community, Rural & Gaeltacht Affairs' staff. This is, however, a department which would appear very well placed to engage actively in this area and may play a bigger role in the future.

5.9 Citizens Information Board

The Citizens Information Board is the national support agency responsible for the provision of information, advice, and advocacy on social services. Through its website, phone service, and national network of information centres it provides information on the asylum process, on living and working in Ireland, on family reunification, and on organisations that provide support for New Communities in Ireland.

6. The Civil Society Landscape

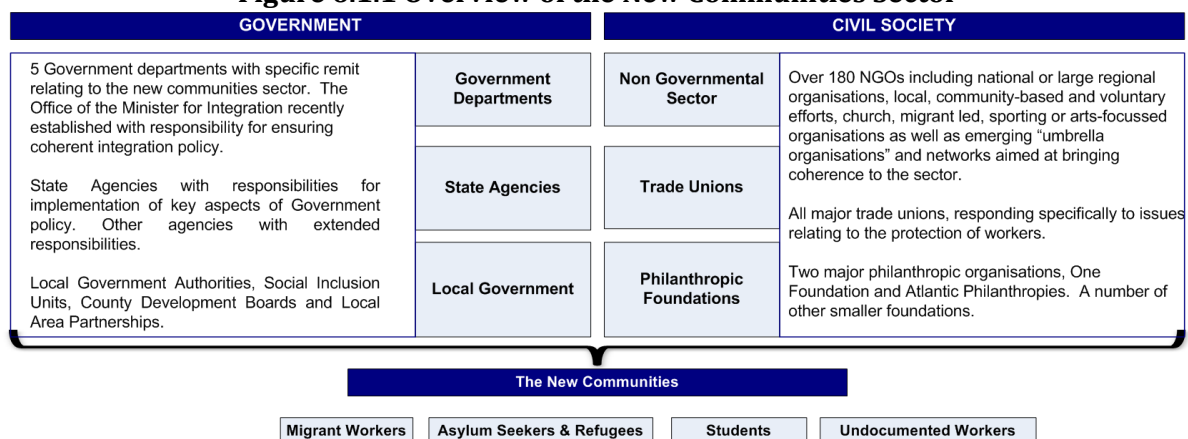
6.1 Introduction & Background

The new communities' landscape as it currently stands in 2008 has developed in a relatively recent period of time. As the Government has been building up its response to a rapidly-growing immigrant population, it is widely acknowledged that Non Governmental Organisations have played a very important role in supporting the New Communities. Some agencies (e.g. the Irish Refugee Council) which had already been set up in the early 1990s expanded their services in response to a growing need. Other organisations were established (e.g. MRCI in 2001), to respond to the perceived gap in support structures and information for migrant workers and their families. Since Atlantic Philanthropies and One Foundation began to provide support to the sector in the late 1990's and early 2000's, the NGO sector has grown in strength and density.

The New Communities Sector at a Glance

The new communities sector is defined by two broad groupings as illustrated in the diagram below. Civil Society, is represented primarily by a large and vibrant NGO sector but also by philanthropic funders such as Atlantic Philanthropies and One Foundation and other stakeholder organisations such as Trade Unions. The Government response comprises a number of government departments, a number of State Agencies and Local Government structures, and the newly established Office of the Minister for Integration, as described in the previous section of this report.

Figure 6.1.1 Overview of the New Communities Sector



6.2 Overview of Organisations in the NGO Sector

Three main sources were used to built up a picture of the number and types of organisations involved in the New Communities Sector in Ireland:

- Integrating Ireland's list of members²⁷
- Immigrant Council of Ireland's Directory of Migrant Organisations²⁸
- An additional online directory developed by the Refugee & Asylum Seeker Support & Policy Group²⁹

Removing any duplicates, and any organisations that clearly appeared to no longer exist, a total list of 189 organisations was developed. These organisations vary significantly in their remit, their focus, and their scale. In analysing these organisations and the kinds of services they provide and activities they are involved in, it is important to recognise that this list should be interpreted as being indicative of the shape of the Irish landscape rather than as an exhaustive list:

- It is likely that there are many small organisations missing from the list: we are relying on them having some kind of internet presence which is not necessarily always the case, particularly for small voluntary groups with limited resources
- Some of the organisations on the list may not still exist in their current form; small organisations, particularly those relying on voluntary activity and with little, if any, reliable funding are vulnerable to change and sometimes short existences
- Some of the larger organisations may have an interest and do some work in the area of New Communities, but this is not necessarily their main focus
- Similarly, many smaller community development organisations work with members of the New Communities as part of their broader focus on marginalised and disadvantaged people living in their locality.

Breaking down the 189 organisations:

- 49 were based on a particular identity, ethnic, or religious group, for example the Latvian Society in Ireland, Eritrean Community in Ireland, the Irish Sikh Council. It is worth noting that there are some nationalities or groups that are represented by more than one organisation (e.g. Nigerian Association of Ireland, Nigerians in Diaspora, Nigeria Support Group). It is therefore important to be cautious in assuming the representative nature of organisations.
- 15 of the groups had a specific focus on women and supporting the particular needs of migrant women.

²⁷ http://www.integratingireland.ie/our_network/members/member_list

²⁸ <http://www.immigrantcouncil.ie>

²⁹ <http://homepage.eircom.net/~irishhaven/IHLinks.htm>

- 11 of the groups had an overt religious focus or ethos (e.g. Crosscare Migrant Project, Korean Catholic Church in Ireland). However, many more of the organisations including some of the national agencies, were initially set up either by religious orders or through local parish or diocesan initiatives.
- 17 of the organisations were either national or regional organisations whose focus was on some aspect of civil society (e.g. children and families, human rights, development education) but for whom the New Communities were not their primary focus. Rather, working with individuals and families from the New Communities or advocating on their behalf fell within their broader remit because of particular vulnerabilities or a significant proportion of their wider target group being composed of people from New Communities.
- 35 of the organisations were mainstream community development organisations, including city and county partnerships and local community and family support services. These services, while not established with the sole aim of supporting New Communities, have evolved and responded to the changing nature of the population in Ireland and have opened their doors and broadened their focus to bring in and support individuals and families from New Communities as well as from the local indigenous community. Given that there are currently approximately 70 Partnership companies across the country, for example, and that there are few, if any, localities that have not seen at least some inwards migration in recent times, it is likely that the total number of locally based organisations involved to some extent with the New Communities is significantly higher.
- 74 were local and regional organisations, some community based, some with a wider focus, who were specifically established in response to the needs of the New Communities and the communities hosting them.
- 37 of these 74 organisations were particularly focused on the needs of asylum seekers and refugees, whether this was through information provision, engagement in Direct Provision centres, or social and cultural events aimed at building relationships and mutual understanding between the different elements of the community.
- In terms of organisations whose primary focus is the New Communities, and whose reach is broader than a local area or one county, there appears to be 13 organisations who fit into this category:
 - Access Ireland
 - Africa Centre
 - AkiDwA
 - Cairde
 - Immigrant Council of Ireland
 - Integrating Ireland
 - Irish Refugee Council
 - Migrant Rights Centre of Ireland
 - NASC
 - National Consultative Committee on Racism and Interculturalism
 - New Communities Partnership
 - Refugee Information Service

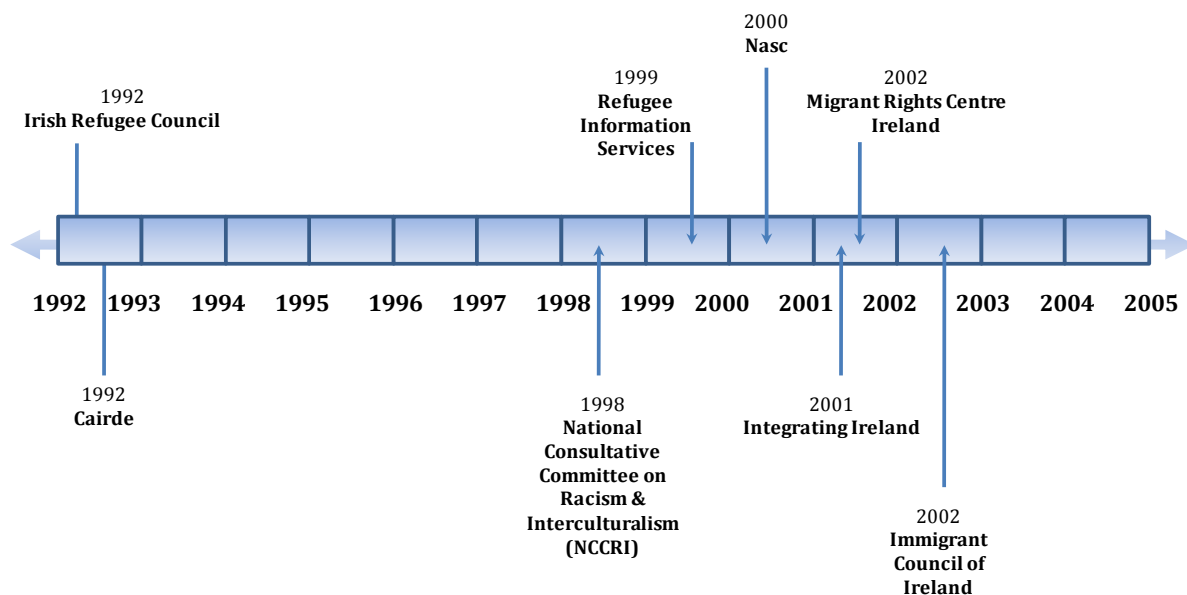
- Spirasi
- 2 international organisations were included in the 189 – Amnesty International and the International Organisation for Migration (IOM).
- Finally, Trade Unions also play a role in relation to the protection of workers' rights, equality and anti-racism. A number of the leading trade unions such as SIPTU now have dedicated staff to support its membership from the new communities.

6.3 National Organisations

Within the profile of organisations that are working on a national level, we have identified 8 that are of particular significance and who have established leading profiles as a result of strong philanthropic investment or some other major source of funding. Seven of these organisations are NGOs, and one (NCCRI) is an independent advisory body that is funded by the government.

The timeline below shows the order in which these organisations were established. Some of the organisations listed may have existed prior to the date below, but were operated on a purely voluntary basis. The dates in the timeline reflect the time from which they had staff and were officially registered:

Fig 6.3.1 Timeline showing when the major national organisations were established



Each of the 8 organisations are profiled in the tables below. We start with NCCRI which is an independent organisation, funded by government. The remainder are NGOs and are presented in alphabetical order:

National Consultative Committee on Racism and Integration (NCCRI)

Mission: NCCRI is an independent expert body which brings together government and non-government organisations to:

- Develop an inclusive and strategic approach to combat racism by focusing on its prevention and promoting an intercultural society
- Contribute to policy and legislative developments and seek to encourage dialogue and progress in all areas relating to racism and interculturalism
- Encourage integrated actions towards acknowledging, celebrating and accommodating cultural diversity
- Establish and maintain links with organisations or individuals involved in addressing racism and promoting interculturalism at national, European and international level
- Provide a national framework for responding to and consulting with key European and international bodies on issues related to racism and interculturalism.

Target groups: All minorities or individuals subject to racism, the Irish public

Span: National

Core activities: Providing expert advice on racism and interculturalism, providing training and resources for government and non-government organisations and groups, providing assistance and support to community groups working with minority ethnic groups, monitoring racism and racist incidents, raising public awareness through events and publications, working in partnership with bodies in Northern Ireland, feeding the Irish experience of racism and interculturalism into EU bodies, supporting the implementation of the NPAR.

Funding: Core funding from the Irish government: Dept of Justice, Equality & Law Reform, Dept of Community, Rural & Gaeltacht Affairs, and Dept of Social & Family Affairs

Cáirde

Mission: Cáirde is a community development organisation working to tackle health inequalities among ethnic minorities by improving ethnic minority access to health services,

and ethnic minority participation in health planning and delivery.

Target groups: Disadvantaged ethnic minority communities from the continent of Africa, Eastern Europe & the Baltic States

Objective: Over the next 3 to 4 years, Cáirde aims to implement actions which will be seen to have a measureable impact on the delivery of primary health care to a selected number of disadvantaged ethnic minority communities in Dublin.

Core activities: Cáirde takes a holistic view of health, and uses community development principles and processes to strengthen and build healthy communities. They have an action framework with 3 elements: Improving Access, Improving Delivery, and Influencing Planning. There are currently 4 projects running: (1) Health Information & Advocacy Centre, a one stop shop providing culturally appropriate information and advocacy support including a comprehensive website www.healthfacts.ie, (2) Ethnic Minority Health Forum, a forum for members of ethnic minority groups to discuss issues which affect their health, and provides links to the HSE and other agencies to improve ethnic minority health, (3) Women's Health Action, a programme providing individual support for women on health and health related issues, supporting their participation in policy processes with impact on them, (4) Community Development & Health Project, supports community participation in health care and related services design and delivery

Funding: Includes HSE, National Action Plan Against Racism, Combat Poverty Agency

Immigrant Council of Ireland (ICI)

NB At the time of writing, ICI was in the process of developing its strategic plan for the next 3 years.

Mission: ICI is a national organisation comprising of immigrants and non-immigrants whose aim is to achieve a rights-based approach to immigration.

Target groups: Immigrant Groups (excluding Asylum Seekers and Refugees)

Span: National

Core activities: ICI provides direct support for people navigating the immigration system, providing information on rights and entitlements, through a drop-in centre, phone service and email service. They are also an independent legal centre, which instigates strategic litigation, using experience from casework to inform this area. On a national basis, ICI works with the

Citizens Information Board, providing training and phone support on immigration related issues to information workers working in Citizens Information Centres across the country. As well as these direct services, ICI plays a significant role in policy and advocacy, including commissioning research, media work, collaboration with others in national campaigns and direct political lobbying. Areas they have worked on/ are currently working on, include trafficking, the Employment Permits Act, the IRP bill, and Irish born children. They also run a leadership programme for people working in migrant focused NGOs and community organisations.

Funding: Primarily philanthropic and small amounts from other sources (e.g. Citizens Information Board)

Integrating Ireland

Mission: Integrating Ireland (II) is an independent network of community and voluntary groups working in mutual solidarity, to promote and realise the human rights, equality and full integration of refugees, people seeking asylum and immigrants in Ireland. Their vision is “a just, diverse and inclusive Irish society that ensures the full participation and rights of migrants, immigrants, refugees and people seeking asylum”.

Target groups: All members of the immigrant and migrant communities through its membership of over 180 groups throughout the country.

Span: National – Integrating Ireland has its main office in Dublin but has 5 regional networks (Dublin-Kildare, North East & Midlands, South East, South West, and Western Alliance) with a Regional Development Officer in each, coordinating training and support to its member organisations in that particular region.

Core activities: Integrating Ireland works to support and build the capacity of its member organisations, providing training, strategic planning, organisational development, sharing of information and good practice through its regional networks. National meetings are also held to bring representatives from all the different regions together to share experiences, to work together, exchange lessons learnt etc. Integrating Ireland plays a research and advocacy role, harnessing the voice of its member organisations to mobilise the widest possible active involvement in policy debate. For example, during the campaign for changes in the IRP bill on which they worked in collaboration with a number of national NGOs, Integrating Ireland ran public meetings and workshops in Limerick, Galway and a number of other locations. Five priority issues were identified in its 2006-2009 business plan: integration policy and integration of the 2nd generation, immigration, residency & protection, recognition of foreign qualifications, direct provision, and regularisation.

Funding: Primarily philanthropic

Irish Refugee Council (IRC)

Mission: To pursue fair, consistent and transparent policies and to promote informed public attitudes in relation to people seeking refuge.

Target groups: Asylum seekers, refugees, those with leave to remain

Span: National

Core activities: The IRC developed a new strategic plan in 2006 which represented a significant shift in its focus in a number of areas. For example, its office in Ennis and outreach programme were both wound up in favour of a more specialised and strategic approach. Four key issues were identified for it to take the lead on initially: unaccompanied minors/separated children, accommodation, asylum application process and public understanding. From a day-to-day perspective, the IRC are involved in: individual casework, research, monitoring, making international links/best practice, developing evidence based policy positions, lobbying, highlighting issues through the media, and collaboration with other voluntary bodies.

Funding: Combination of Government and Philanthropic funding.

Migrant Rights Centre Ireland (MRCI)

NB At the time of writing, MRCI was in the process of developing its strategic plan for the next 3 years.

Mission: To promote the conditions for social and economic inclusion of those migrant workers and their families who are in vulnerable situations

Target groups: All migrant workers, in particular vulnerable groups including trafficked workers, women employed in private homes, undocumented workers, and migrants who experience workplace exploitation.

Span: National

Core activities: MRCI is concerned with providing supports to migrant workers and their

families, empowering migrant workers through community work practice, and achieving policy change. They have 3 core programme areas: a *drop in centre programme* and phone service which provides information, assistance, and advice to migrant workers and their families who are in vulnerable situations; a *community work programme* which takes a community development approach and works with groups to create the conditions for positive, collective outcomes that benefit all members of society (examples of the groups MRCI works with in this way include: the Migrants Forum, Domestic Workers Support Group, and anti-racism work); and the *policy engagement programme* which involves making relevant submissions to government, lobbying, research and publications, working with others in the sector to create a strong, unified voice on certain issues (e.g. IRP bill). Areas of focus to date have included: trafficking for forced labour, irregular migration, workplace exploitation (e.g. domestic workers, mushroom workers), and social protection.

Funding: Primarily philanthropic, other sources include Governmental and own fundraising activities.

Nasc- The Irish Immigrant Support Group

Mission: Nasc is a source of support and self-development for migrants, individually and collectively, and uses its experiences to promote fair, consistent and transparent policies.

Target Groups: Migrant workers, refugees, asylum seekers, people with leave to remain, students

Span: National (based in Cork)

Core activities:

- Legal & Information Services: one to one clinics to support migrants to access their rights and entitlements, outreach and information dissemination on legislative and policy landscape and any changes occurring within it, legal and information training service for related NGOs in the region
- Capacity building: working with various community groups on discussion of issues, action planning and training, organising a forum to help build capacity within migrant led organisations, information and training on an outreach basis
- Policy & Advocacy: developing policy and advocacy action plans on selected lead issues, proving ongoing engagement and support to other issues

In its strategic plan, 2007 -2010, Nasc identified 5 issues that it would lead on in terms of policy and advocacy: (1) education & training for adults, (2) access to work, discrimination, and racism in the workplace, (3) integration: encouraging national policy and promoting local level strategies and policies, (4) asylum legal system and conditions in direct provision, (5)

family reunification.

Funding: A range of funders including philanthropy, government, and development education sources.

Refugee Information Services (RIS)

Mission: The mission of the Refugee Information Service (RIS), established in 1999, is to:

- Provide a specialist information, advice, advocacy, and referral service for refugees and asylum-seekers,
- Support the work of community groups and the network of Citizens Information Centres who come into contact with refugees and asylum-seekers,
- Provide information to the general public by way of training sessions and workshops.

Target groups: Asylum Seekers, Refugees, People with Leave to Remain

Span: National - The RIS main office is in Dublin city centre but they also have an office in Galway, and provide outreach clinics in a number of locations in Dublin, Galway, Longford, Mayo, and Athlone.

Core activities: Information, advice, referral and advocacy service for people seeking asylum in Ireland, for those in need of protection, for people with refugee status and for those with permission to remain in Ireland. Nationally based training service. Family Reunification & Integration Service for legally resident migrants. It also undertakes research and develops policy positions in order to effect change in Government policy and legislation

Funding: Primarily Philanthropic but also Pobal and the Citizens Information Board

6.4 Other Organisations

Regional NGOs

For the purposes of this report, we have defined regional NGOs as ones which are primarily operating in one town, city, or county, but who are connected into the national scene, whether it be through research or inputting their local experiences into the local debate. Examples of these include Mayo Intercultural Action, Doras Luimni, Galway Refugee Support Group, and Tralee Refugee Support Services. Integrating Ireland plays a significant role in ensuring that these regional organisations have pathways towards making their voices heard on the national stage. For the purposes of illustration, we have briefly described the work of Galway Refugee Support Group and Mayo Intercultural Action below:

Galway Refugee Support Group was established in 1998. It works in partnership with a wide range of different stakeholder groups (e.g. NUI Galway, HSE, Galway City Partnership, Galway Refugee Information Services) to effect positive social change in the lives of asylum seekers and refugees in the Galway area. Areas of work include: outreach in Direct Provision centres, working with residents to develop residents' committees, improve conditions, arrange social and cultural events; working to improve access to health services for Asylum Seekers and Refugees; research into the education needs of ethnic minority children in primary schools; development of Galway's anti-racism strategy. GRSG are currently in the process of developing a strategic plan for the next 3 years.

Mayo Intercultural Action was set up in 2004. It works mainly on a voluntary basis to provide services for all immigrants, regardless of their legal status. Activities to date include: the publication of "Building A Diverse Mayo" an integration plan for the county; setting up an Immigrant Forum with the County Development Board; setting up 'Nasc Nua', an employment and training programme for refugees and people with leave to remain; coordinating volunteer work in direct provision centres, and numerous social and cultural events with local people and members of the New Communities.

Local/community NGOs

There are a large number of small community based voluntary organisations operating at a local level in response to the changing demographics of towns and communities across Ireland. Many of these organisations are based entirely on voluntary activity, and some have received funding for a community worker or for particular projects, often through small grant schemes. Some have been established in response to the opening of a direct provision centre in the local area, as a way of

supporting the asylum seekers and facilitating engagement with the wider community, particularly through social and cultural activities. For example:

Dochas Kilkenny is a Kilkenny based group that supports migrant workers, refugees, and asylum seekers. It depends on a significant voluntary effort and most funding has been received through government-administered small grants schemes for specific projects.

Diversity Sligo supports asylum seekers and refugees in Sligo, through organising a range of classes, celebrating World Refugee Day, encouraging intercultural understanding and informing local people about the issues facing asylum seekers and refugees in their area.

New Horizon Athlone was established just before the opening of a large asylum seeker accommodation unit there in 2000 (the only 'mobile home' direct provision centre in Ireland). They provide a range of services for asylum seekers on the site, including information provision, English language classes, computer classes, sports days, and interview preparation. They also promote integration with the local community in Athlone. They have received some funding for a number of sources including ERF (European Refugee Fund) and also rely significantly on a voluntary effort.

Migrant-ethnic led organisations

Although there is as yet no agreed definition of what exactly a 'minority ethnic led' organisation is, for the purposes of this report, we are taking it to mean any organisation which appears to be based on a particular identify, ethnic or religious group. Most of these are relatively small organisations, less organised and resourced than most of the larger organisations. Current government funding policy looks very favourably on applications from migrant led organisations, an attitude reinforced by 'Migration Nation'. It might therefore be reasonable to expect that the number and/or strength of these organisations may grow in the medium term.

There are 2 larger ethnic led organisations who have a significant impact and are worth specifically mentioning here, AkiDwA and the Africa Centre:

AkiDwA is a national network of African women living in Ireland. They are involved in a wide range of activities including: social and cultural events, training, lobbying and advocacy (submissions to government, dialogue with government bodies, cooperation with other NGOs), information and outreach support for African women, support to local African women's groups, and cultural diversity training.

The **Africa Centre** is a membership organisation which promotes the active participation of African members of the community in Irish society, and promoting positive images of Africa in Ireland to balance the often negative representation of Africa and Africans. They run employment workshops and provide advice on job seeking, promote participation through campaigns like the "your vote is

your voice” campaign, development education, and public lectures, and work on joint ventures like the World Refugee Day awards with other organisations.

Church/Sporting/Arts based NGOs

At a national level, there are a small number of these NGOs which address common refugee/immigration issues but from a specific platform of religious belief. Although faith-based, these organisations generally do not base the provision of their services along faith lines.

For example, the mission of the Vincentian Refugee Centre is to:

- Provide a place of welcome and hospitality
- Seek a decent quality of life and living circumstances for people seeking asylum
- Act to lessen the difficulties toward integration
- Work for Social Justice.

A small number of organisations have developed to support integration through sport. For example, Sport Against Racism Ireland (SARI) supports and promotes cultural integration and social inclusion through sport and the FAI launched its own intercultural programme in 2007 including its ‘Give Racism the Red Card’ campaign.

Some organisations use arts and cultural activities as a way of either increasing public awareness on certain issues or developing better understanding and cooperation between various different groups within the community. Examples include the Smashing Times Theatre Group, and the Ireland India Council.

Forum on Migration and Communications (FOMACS)

FOMACS is a 3 year (2007 -2010) project led by the Centre for Transcultural Research and Media Practice in the Dublin Institute of Technology. The mission of the project is “to generate a series of media-led projects, creating accessible, challenging, and innovative representations of the changing demography of contemporary Ireland”. Supported by Atlantic Philanthropies, and in partnership with a number of NGOs and with Metro Eireann newspaper, FOMACS aims to use different forms of media to cultivate awareness and generate understanding and changing attitudes towards refugees, asylum seekers, migrant workers, and their families.

6.5 Analysis of the NGO landscape – Challenges for Future Development

Research and interviews showed that while many organisations are focussed on similar or related efforts (e.g. policy development and/or advocacy, information provision etc) – each of the large NGOs we met had a clear focus and a good understanding of the sector, often referring clients to another organisation to deal with their queries or issues when more appropriate. Clearly, there are similarities in some of the areas of work that they cover (e.g. MRCI and ICI), but from a services perspective the experience of NGOs would suggest that the demand for services overall is still much

greater than the current supply and therefore 'duplication' is not an issue. Most organisations struggle on a daily basis to meet the demands for their services.

Given that the new communities sector is young and in a constant state of change, NGOs are still finding their way in this rapidly-changing environment. Therefore, there is some desire for flexibility and time to allow NGOs to identify their strengths and be as responsive as possible, rather than "bedding down" to a very specific focus too early. Some challenges (such as Advocacy and policy development) are of such fundamental importance to the success of new communities, it is desirable that most national organisations would be engaged in such activities. However, NGOs are aware of the need to coordinate better and cognisant of the value of such coordination. A number of interviewees cited the effectiveness of the recent campaign against aspects of the proposed IRP bill.

It would appear that there is a continued need for a small number of large, national organisations with a clear focus and strategy to ensure value for money, sustainability of the sector and the capacity to achieve policy change while providing support to vulnerable groups within the migrant and immigrant communities. The valuable contribution made by small, less well-organised groups at a local level should not be lost, however. To date, substantial or sustained funding has not been available to these smaller NGOs, however, this may change if the funding arrangements stated in 'Migration Nation' are implemented, and local organisations may be able to access funding through their local authorities. Certainly, it appears that Government will prioritise integration at a local level.

A clear divergence between Government policy on integration and the funding priorities of the philanthropic organisations is emerging. The major national organisations currently operating with the support of Philanthropy are conscious that they do not fall with the frame of reference for future government funding. The key philanthropic organisations will not be available to provide funding from approximately 2015 onwards. Current government policy may lead to the exclusion of the current leading NGOs. Sustainability of these organisations is a major challenge.

7. Experiences, Trends and Challenges for the New Communities Sector: A Qualitative Analysis

7.1 Introduction

In the absence of comprehensive statistical data, this study of the trends, developments and emerging challenges for the new communities' sector draws on interviews and discussions with many of the key policy-makers, providers of services and advocates for the new communities in Ireland (NGOs, Government, Academics, Trade Unions, Philanthropic Foundations etc). Interviews were held with a diverse group of organisations, representing a number of different viewpoints and approaches within the sector.

The purpose of this chapter is to summarise the key findings and messages emerging from these interviews, to describe the critical challenges for new communities from the perspectives of these stakeholder groups and to identify the implications from these challenges. This chapter also provides a short assessment by Prospectus of some potential areas identified as representing gaps or areas to be addressed to improve the overall effectiveness and sustainability of the sector.

18 interviews were carried out with individuals in the following organisations as part of this study:

Organisations interviewed as part of this study:		
Atlantic Philanthropies	Irish Congress of Trade Unions	Office of the Minister for Integration
Dept of Education & Science	Irish Naturalisation & Immigration Service	One Foundation
Dept of Enterprise Trade & Employment	Irish Refugee Council	Refugee Information Services
Dept of Environment & Local Government	Mandate Trade Union	Pobal
HSE	Mayo Intercultural Action	UCC Centre for Migration Studies
Immigrant Council of Ireland	Migrant Rights Centre, Ireland	
Integrating Ireland	National Consultative Committee on Racism & Interculturalism	

Although each interview was tailored for the specific organisation in question, all interviews addressed the following core areas:

- **Demographics, trends and issues for the new communities:** This included a discussion on the changing profile of the new communities in terms of statistics, numbers, location and critical challenges; developments expected to emerge over the next 3-5 years and any good sources of statistical data to back up observed trends; emerging issues and challenges for the new communities and those that work with them.
- **Legislation, Government policy and State Services:** This included a discussion on the key strengths and weaknesses of current policy, the role of the Office of the Minister for Integration and its potential impact, implications for funding, the introduction of the IRP bill, the current ability of the State to meet the needs of New Communities and the overall “joined-up” capacity of the sector.
- **NGO Sector:** This included a discussion on the role of NGOs, their key strengths and weaknesses, overall effectiveness and potential areas for improvement, particularly in relation to areas where greater efficiencies and elimination of duplication could be addressed.

The following tables summarise the key topics/messages identified in the course of these interviews. Specific comments and observations are not attributed to any one particular person, but they are subdivided by source: Civil Society, Government, and Prospectus’ observations.

7.2 On Demographics, Trends & Emerging Issues for the New Communities

Messages from Civil Society

1. *Children, Families & Second Generation Migrants:* For a long term positive experience of immigration in Ireland, looking at children and the 'next generation' is essential. The role of schools and the education system overall is critical as is ensuring that parents and families receive adequate support so that children grow up feeling both connected to and proud of where they (or their parents) have come from originally, their culture, traditions etc, but also that they feel at home and welcome in Ireland with the same opportunities as Irish children. In other countries (e.g. France, UK), there have been significant challenges with 2nd generation immigrants, particularly those living in disadvantaged areas and feeling disenfranchised and unsure of their identity. Given Ireland's only recent transformation into a country of net immigration, we still have the opportunity to work towards avoiding those kinds of issues in the coming years. Family reunification, and protection and support for separated children seeking asylum are also priorities for the long term well-being of children from new communities.
2. *Public Understanding & Racism:* The levels of understanding among the general public are considered to be quite low in terms of the various categories of migrant groups, why they have come to Ireland, the kinds of procedures and regulations they are subject to etc. Many myths abound about asylum seekers, for example, that they are given free cars and mobile phones by the government. While it is frequently noted that there is no extreme right, anti-immigration political party in Ireland, this is not to say that racism isn't an issue, with racist assaults and abuse suffered by people throughout the country whose skin colour or appearance marks them out as different. Institutional racism also remains an issue: in some professional bodies for example, there is considerable resistance to widening opportunities to people with qualifications from other countries. As the economy slows down, and if jobs become less plentiful than they have been in the past, there is a danger that people from the New Communities will increasingly become targets of racism. Increasing the awareness of the economic benefits, and necessity of migration, and also developing better understanding of the kinds of difficult and traumatic home environments that asylum seekers and refugees have left behind, as well as the challenges and length of the asylum process in Ireland, are important elements in creating a more informed view of newcomers to Ireland, paving the way for more honest and equitable interactions and relationships. The years 2009 to 2011 were identified as crucial in tackling these issues.
3. *Vulnerability:* Although economic migrants continue to represent the biggest group of migrants in Ireland, it was emphasised that the size of a group should not be the key factor in allocating resources, support etc to particular groups, but rather that vulnerability should be the primary consideration. Asylum seekers, for example, are a particularly vulnerable

group for many reasons (e.g. traumatic experiences in their country of origin, the challenges of direct provision, getting caught in the asylum process for very long periods of time) and yet because they have not received official refugee status they are not considered eligible for some supports from the State. Other examples of vulnerability include the high levels of unemployment among refugees and those with leave to remain³⁰, and migrant workers (documented and undocumented) who are vulnerable to exploitation by employers, especially agency workers and domestic workers.

4. *Trafficking for forced labour*: This is an increasing area of concern. MRCI reports seeing 4 – 5 new cases per month, and it is the fastest growing issue on the international trafficking agenda.
5. *Urban Areas*: While Ireland, unlike other countries, has experienced relatively high levels of dispersal of New Communities across the country, most migrants are still located in urban areas, in cities and bigger towns. It's estimated that between 40 and 55% of the New Communities are still based in the greater Dublin area. One particular area of concern that was noted was Waterford City: it is more economically depressed than other areas, there is a higher proportion of migrants than other areas, and increasing competition between locals and migrants for jobs may become an issue.
6. *New Communities Returning Home*: A number of factors are likely to reduce the numbers of migrant workers coming to Ireland, particularly from within the EU, and also to increase the numbers of those that are currently in Ireland, leaving: Germany opening its borders in 2009, job opportunities in London (Olympics) and in Poland & Ukraine (European Cup), developing economies and greater job opportunities in other EU countries, slowing down of the Irish economy.

Messages from Government & State Agencies

1. *Anecdotal Evidence about Trends in Numbers & Locations*: The biggest non-EEA groups currently coming to Ireland are from India, China, Pakistan, Brazil and USA. Mauritius has an exceptionally high number of nationals currently in Ireland given that its population is only 1.2 million approx. There is some evidence that the number of visa applications from Chinese nationals has begun to decline.
2. *Increased competition for migrant workers*: Ireland is beginning to have to compete for certain categories of workers, e.g. Polish workers, as opportunities elsewhere improve.
3. *Unemployment among migrant workers*: The social inclusion unit of the Dept of Enterprise, Trade and Employment is becoming aware of increasing numbers of migrant workers (from

³⁰ Up to 70% unemployment has been identified among Refugees and those with leave to remain in the Cork area, in research by Piaras Mac Einri, to be published

within the EU) seeking unemployment assistance and support through FÁS. For those having trouble securing jobs, English language skills and recognition of qualifications were identified as the main barriers.

4. *Abuses of the System:* There is a perception among some of those in Government Departments that “the asylum route is being used for economic migration” and that most asylum claims are “not true”. There are also concerns about English Language Schools and other Educational Institutions that are ‘brass plate’ colleges acting as a conduit for people to obtain student visas but without actually providing any educational content. ‘Bogus marriages’ as a means of staying in Ireland are also of concern to the Dept of Justice.
5. *Statistics & Data:* INIS reported having approximately 100,000 visa applications in 2007, and approximately 150,000 people currently registered and ‘on the books’ at present. An additional challenge to getting a true picture of the numbers in Ireland is that INIS does not currently register children under the age of 16. A new IT system is being developed that will improve tracking of cases and provide a greater breakdown of figures.

Observations by Prospectus

1. There is an absence of strong baseline data to inform a robust assessment of the key issues facing the new communities’ sector and gain consensus on the important issues.
2. The lack of hard data has sometimes led to an overreliance by both voluntary and statutory agencies on individual examples and anecdotal evidence. While this is somewhat inevitable given the absence of data, it means that balanced, non-emotive debates on the issues are rare.

7.3 On Government Policy, Legislation & State Services

Messages from Civil Society

1. *Ireland's Protection Responsibilities:* As the 'programme refugees' scheme continues, it is essential that this does not result in convention refugees being deprioritised and that this becomes seen as Ireland's 'duty done' in terms of our protection duties and commitments. It is thought that just one of the many factors that have led to a reduction in the number of asylum seekers in Ireland is that people are refused entry into the country at the point of access (i.e. ports or airports). Given that there is no monitoring, independent or otherwise, of the ports of entry into Ireland there is a concern that people are being turned away who are genuinely in need of protection.
2. *Direct Provision:* The policy of dispersal and Direct Provision as introduced in 2000 is generally accepted by NGOs as being a reasonable one given the pressures that were put on the systems dealing with asylum seekers as the numbers rapidly increased in the late 1990s and early 2000s. However, given the length of time it takes for a person to navigate the full asylum process, and that people awaiting their status are not entitled to work nor to avail of state funded education (except children of school going age), the direct provision system is frequently criticised for having a very negative effect on individuals' mental health, morale and ability to readjust to 'normal' life if and when they receive their refugee status. Concerns were also raised about the privatisation of the Direct Provision services, with most of the DP hostels now run by private operators. Standards are reported as varying widely, and the cost to the state is very significant with a few private operators making substantial profits.
3. *Integration:* While 'integration' is mentioned frequently, there doesn't appear to be an agreed understanding of what exactly integration is and what kind of 'integrated' society we would like to have in Ireland. Greater debate is needed to develop an agreed vision of integration that would enhance the ability of the different stakeholders to ensure that they are working towards a common goal. It was pointed out that the focus of 'integration' should be broader than just 'newcomers', but should also include minority ethnic groups already present in the country, e.g. travellers, religious minorities, 3rd and 4th generation migrants etc.
4. *Mainstreaming:* The general government policy of meeting the needs of New Communities through mainstream services is considered to be an acceptable one provided that adequate resources are provided for these services (appropriate training etc), and that mainstreaming is complemented by a certain amount of *targeted* services that are aimed at the most vulnerable and marginalised groups. Given the experience of the NGOs in working 'on the ground', there is great potential for lesson learning and cooperation between NGOs and mainstream state services.

5. *IRP Bill*: Creating a new piece of legislation to bring together the fragmented and ad hoc laws and regulations relating to the whole area of immigration and New Communities was broadly welcomed by civil society in Ireland. However, specific elements of the IRP bill have been widely criticised since it was published in its current format in January 2008. These criticisms have been comprehensively discussed in the media, so in this report we will only briefly mention a few of the key issues that have been raised. A number of NGOs came together to jointly express their concern about the bill, e.g. Irish Refugee Council, Integrating Ireland, Immigrant Council of Ireland, Refugee Information Service, Migrant Rights Centre of Ireland, and NASC issued a joint statement. Other criticisms have come from the Ombudsman for Children, UNICEF, the Irish Human Rights Commission, the Law Society of Ireland, and the United Nations High Commissioner for Refugees, among others. Some of the criticisms are briefly outlined below.

Summary of Some Criticisms of IRP Bill By Civil Society ³¹	
<i>'Gaps' in the Bill</i>	The bill does not comprehensively explain all the rules relating to migrants coming and living in Ireland, whether as economic migrants or as asylum seekers and refugees looking for protection. By leaving the gaps to be filled by the Minister for Justice at a later date through schemes and regulations, it is argued that the democratic process will be circumvented.
<i>Family Reunification</i>	The bill does not address the issue of family reunification, something that is covered by all other EU states in primary legislation. If integration of migrants is a priority for government, clear processes around family reunification are essential.
<i>Marriage Rights</i>	The bill introduces restrictions on migrants marrying in Ireland. It has been argued that this is in breach of both the Irish Constitution and the European Court of Human Rights
<i>Limiting Access to Justice and Due Process</i>	The bill includes a provision for summary deportations which may result in vulnerable people being deported without being given time to regularise their situation, a breach in the right to fair procedure as outlined in the Constitution. It also limits the time in which people may apply for a judicial review of their case, and introduces a penalty for legal representatives bringing 'frivolous and vexatious' cases which may inhibit genuine cases being brought forward for fear of being considered unfounded.

³¹ These issues were identified prior to the announcement of 200 amendments to the bill on April 21st, some of them may be addressed in the Minister's amendments

Summary of Some Criticisms of IRP Bill By Civil Society³¹	
<i>Appeals Mechanism</i>	In the programme for government, there was a commitment to an independent appeals mechanism for immigration decisions. This is not provided for in the bill, and is likely that these appeals will continue to be processed by the courts at great financial cost to taxpayers.
<i>Residency</i>	Giving 'long term residency' a statutory footing in the bill was welcomed by many, however this residency is only for 5 years when it would then need to be renewed, the criteria for which are not outlined in the bill.
<i>Immigration & Protection</i>	There have been questions over the wisdom of combining general immigration issues and asylum/protection issues in a single piece of legislation. Given the very specific protection needs of those seeking asylum, and Ireland's commitment to meeting those protection needs through a number of international conventions and agreements, these responsibilities must be placed ahead of general immigration obligations and requirements for people in this situation.
<i>Trafficking</i>	The inclusion of a section on protecting the suspected victims of trafficking was considered positive, but not comprehensive enough. Further expansion is needed to ensure that Ireland can ratify the <i>Council of Europe Convention on Action against Trafficking in Human Beings</i> , and the <i>UN Trafficking Protocol</i> .
<i>Children's Rights</i>	No new provisions for the protection of separated children were included in the bill. No specific provision for the protection of suspected trafficked children was included either. Increased powers of detention were, however, included and these do not exclude the possibility of children being detained. These issues, plus the issue of family reunification, all provide for potential violations of Ireland's commitments to children under the UN Convention on the Rights of the Child.

On Government Policy, Legislation & State Services***Messages from Government & State Agencies***

1. *Integration at a Local Level:* This is a core principle of the Office of the Minister for Integration. Funding that had been delivered by Pobal in the past to NGOs and Local Area Partnerships is likely to be channelled through local authorities for the development of county and city integration plans, a process that has already begun in some areas (e.g. Longford, Cork, Dublin City).
2. *Economic Importance of Migration:* The Dept of Enterprise, Trade & Employment's interest in migration is based on economic need and the various gaps that appear in the work force, both specific skills gaps and labour gaps, as determined by the Expert Group on Future Skills Needs. The current view is that approximately 96% of Ireland's labour needs can now be met from within the EEA, and therefore workers from outside the EEA are only needed to fill very specific skills gaps. DETE will give a recommendation to the Government at the end of 2008 as to whether or not the Irish economy should be opened further to workers from Bulgaria and Romania. This recommendation is likely to be based on the perceived need and economic value of these workers in Ireland.
3. *Mainstreaming:* Mainstreaming is another core principle of the Office of the Minister for Integration. The Government's view is that while targeted initiatives are acceptable in the short term, they must be identified as such and should be mainstreamed as quickly as possible. "Targeted services are contrary to integration".
4. *Health Needs of New Communities:* While there are some physical illnesses and conditions that are particular to certain ethnic groups, or more prevalent in certain ethnic groups, overall this is not proving the most significant issue for health care providers. The more pressing issues are around mental health, particularly of asylum seekers and refugees, and difficulties around communication, both language barriers and cultural understanding. The HSE recognises the expertise of some of the NGOs working in this area (e.g. Spirasi, Access Ireland, Cairde), and is open to developing further collaborative relationships.
5. *Housing:* Local Authority housing, and the way in which it is allocated, is seen as crucial for building mixed, sustainable communities and avoiding ghettoisation and isolation of already marginalised groups.

On Government Policy, Legislation & State Services

Observations from Prospectus

Drivers of Government Policy: There appear to be 4 main factors that influence the formulation of government policy in this area –

1. Control: The desire to control borders and entry into Ireland so that there is no ‘influx’ of immigrants coming in without permission
2. Economic Necessity: Ireland’s genuine need for additional labour and skills in particular areas that cannot be provided by Irish people and is essential for sustained economic growth
3. Social Inclusion: Ireland’s commitments under various instruments and agreements, both national and international (e.g. National Action Plan Against Racism, International Convention on the Elimination of All Forms of Racial Discrimination, National Action Plan for Social Inclusion etc) to a more inclusive, egalitarian society that promotes equality for all regardless of social or ethnic background.
4. Protection: Ireland’s commitments under the Geneva Convention and other international treaties to provide a safe place for those who have been persecuted or are at risk of persecution.

7.4 On the Role & Position of the NGO Sector

Messages from Civil Society

1. *Immigration or Integration:* Much of the discourse in the area of New Communities has shifted significantly from 'immigration' towards 'integration' in recent times. Without security of tenure, integration cannot and will not occur. There is concern that integration is becoming the more 'fashionable' option and is an easier 'sell' to the public; however, a comprehensive, fair, and transparent system of immigration must be in place first, and integration can then follow. Caution was urged that NGOs do not 'chase the buck' and apply for funding for integration activities to the detriment of advocacy projects, lobbying etc that deal with the more fundamental questions of immigration.
2. *Relationship between Government & NGOS:* While many of those in government and state agencies spoke of a positive relationship with NGOs, several civil society actors described a hostility that they perceived from the government towards NGOs. In some cases, positive working relationships have been established, with recognition that in spite of potential ideological differences between the NGO and the government department or agency, they can work together in a professional manner. Given the significant 'on the ground' experience that many of the NGOs have built up through their various services, and the trust and respect that have been gained from groups and individuals within the New Communities, it was emphasised that the government needs to recognise further what the NGOs have to offer and to continue to develop mutually beneficial working relationships, particularly as mainstream services try to adapt to meet the needs of the New Communities. It was suggested that brokering this more productive relationship between the voluntary and statutory sectors might be an area in which philanthropic foundations could play a role.
3. *Influencing Policy:* Developing a greater understanding of influencing policy at an EU level, and making Irish representatives and decision makers at a European level accountable for the impact of their decisions on people in Ireland, was mentioned as a way of increasing the impact on policy development in this sector. An example of this might be in influencing the EU common asylum policy which is due to be adopted by 2010. A potential avenue for influencing government policy in Ireland could be involvement in the partnership negotiations.
4. *Relative 'youth' of sector:* Given that inwards migration is such a relatively new phenomenon to Ireland, it is inevitable that the NGOs that work with the New Communities form a relatively young sector as well. The sector is constantly and rapidly moving and changing, with significant dynamism required of the NGOs if they are to remain responsive to needs as they arise. This causes a certain amount of difficulty when it comes to longer term planning and sustainability.

Messages from Government & State Agencies

1. *Public Support:* It was highlighted that, for some of the time, NGOs do not represent the average voter in the country, and their views. Given that the government's agenda is generally driven by the electorate, if NGOs wish to continue to effect change and have the greatest impact possible, continued public support is vital. Gaining this support from a wide cross section of the community is likely only to occur when there is a greater understanding and acknowledgement on behalf of NGOs of what it is that concerns the public. By bringing this perspective into lobbying and advocacy activities, the NGOs are more likely to broaden their appeal outside the NGO community. Working to provide the public with better information to help them make informed choices is another element of this work.
2. *Linking with other voluntary sectors:* Many larger and more established NGOs in Ireland (e.g. Simon Community, St Vincent de Paul, Barnardos) are increasingly seeing members of the New Communities as vulnerable and in need of support under their particular remit. As mainstreaming continues to remain the government's preferred approach to supporting the New Communities, and to avoid potential conflict between vulnerable Irish people and vulnerable people from New Communities, it was suggested that the potential for cooperation between migrant focused NGOs and more traditional NGOs be explored.
3. *Appreciating the wider picture:* In bringing cases forward or lobbying for particular causes, NGOs may not always take into full consideration the potential impact of single decisions on wider policy and creating precedents. E.g. the recent high profile case of a Nigerian woman trying to overturn a deportation order for fear of her daughters being subjected to female circumcision if they returned to Nigeria. While most people support the case of this individual woman, they may not support the general loosening of the policy on deportation.
4. *Migrant Voice:* Overall there appears to be a preference among government departments, and especially in the Office of the Minister for Integration, for ethnic migrant led organisations. It is felt that by engaging with migrant led organisations rather than Irish led organisations that there is greater buy-in from the New Communities sectors and that it is more likely to address the real needs as identified by people themselves. What exactly 'ethnic migrant led' means has yet to be defined (e.g. is the CEO a migrant? Must all staff be migrants? Is there a quota? Etc)
5. *Megaphone Advocacy:* It was mentioned that some NGOs have a tendency to engage in what was referred to as 'megaphone advocacy', using the media in a high profile way to further particular causes. A preference for quieter, 'behind the scenes' working was identified as preferable and more likely to be effective.

Observations from Prospectus

1. The Government's current emphasis on 'minority ethnic led organisations' is a critical issue for the organisations currently being supported by philanthropy:
 - What exactly is meant by the term 'minority ethnic led' is yet to be defined.
 - There is an assumption that the individual leading the organisation (i.e. a 'migrant') is representative of all migrants, or of his/her ethnic group where this might not necessarily be the case, so while a 'migrant voice' might be heard it is not necessarily with the mandate of a wider group.
 - It is likely that groups that are already marginalised or disadvantaged within migrant groups will not necessarily become leaders in these kinds of organisations (e.g. migrants from very patriarchal societies are unlikely to have women representing them), thus reducing further the chances of their particular needs being heard and met.
 - Many of the national and local organisations have a significant proportion of staff who are refugees or migrant workers themselves. This has happened organically and because the particular individuals had the appropriate experience and skills for the job rather than because they were migrants.
2. Government policy to support specific types of organisations such as "migrant led", sporting organisations, and mainstream organisations may have a very significant effect on the shape of the NGO landscape over the coming years: how will NGOs have to adapt in order to be successful in this future policy environment?
3. For the sector to focusing on supporting the most vulnerable, it will have to be issues driven rather than numbers driven.
4. Public opinion and public support will be hugely important in the future. Developing advocacy skills even further, to effect both policy change and attitudinal change, will be essential for sustainability.

8. Future Funding for the New Communities Sector in Ireland

8.1 Introduction

Being able to access sufficient funding is a critical success factor for any not-for-profit or voluntary organisation's survival and growth. In a sector as new as the New Communities' sector, without established patterns of funding set in place, it can be particularly challenging.

8.2 Philanthropic Funding

To date, the One Foundation and Atlantic Philanthropies have been the most significant major donors in this sector in Ireland. All of the major national organisations, and some of the smaller regional organisations, are funded by either one or both of these foundations. With these being fixed life foundations, they will both have exited the sector by 2015. The following points were raised during the consultation process relating to philanthropic funding:

- 'Multi – Annual Core Funding' is the biggest strength of philanthropic funding to date. It has allowed organisations to build their capacity, hire core staff, and plan for more than just one year in advance.
- The funding has developed and strengthened the bigger national organisations. Some people argued that this has caused something of an imbalance in the sector with a small number of large well-funded organisations, and a large number of smaller, struggling organisations. Is an initial 'big' investment more or less sustainable than smaller, ongoing funding for longer term organic growth? There is also the challenge for larger organisations of developing the necessary capacity to use large injections of funding effectively.
- Given the young, evolving and developing nature of the sector, some NGOs warned against being overly prescriptive of functions and allowing some flexibility for organisations to be responsive and adaptive to needs as they emerge. It was suggested that while predetermined measurable targets have many benefits, they can alienate voluntary activity and stifle innovation to a certain extent, and that a balance needs to be reached here.
- As the funding cycles of One and Atlantic Philanthropies begin to wind down, no entity has formally identified alternative sources of funding to replace them.
- A concern was raised that the Philanthropic foundations may be perceived to set agendas and push organisations in particular directions according to their own priorities rather than the priorities of the organisation being funded.
- Increased cooperation and communication between the foundations and Pobal was mentioned as an avenue worth exploring.

- The Office of the Minister for Integration suggested the desirability of philanthropy supporting organisations which align with key areas of Government policy.

It is estimated that One Foundation and Atlantic Philanthropies account for the major proportion of funding provided to the New Communities sector. However, it is difficult to say exactly how much has been given by these two organisations since they were established.

There are a number of other Philanthropic foundations providing smaller funding for this sector, some of which are listed below:

Joseph Rowntree Charitable Trust

www.jrct.org.uk

Between March 2003 and March 2008, the Joseph Rowntree Charitable Trust (JRCT) disbursed over €700,000 to organisations in Ireland working broadly in the area of New Communities. The Trust which “makes grants to individuals and to projects seeking the creation of a peaceful world, political equality and social justice” funds projects in the UK, Ireland, and South Africa. Among others, JRCT considers grant applications from Irish organisations for:

- Work which promotes the development of a tolerant, pluralist, and multi-ethnic society
- Work that promotes rational and humane migration and integration policies benefitting both migrant and settled communities.

The grants which range from a few hundred euro to over €100,000 have been awarded to organisations including: the Africa Centre, AkiDwA, Irish Centre for Human Rights, NASC and the New Communities Partnership, for core costs, salaries, and specific projects. Applications to the trust can be made any time, but there are 3 grant round deadlines for Irish applications per year – December, April and August. The JRCT does not provide funding for organisations who are already in receipt of financial support from Atlantic Philanthropies or One Foundation.

Vodafone Ireland Foundation

www.vodafoneirelandfoundation.ie

The Vodafone Ireland Foundation was launched in 2003, and was the first ‘corporate’ foundation of its kind in Ireland. Its aim is to improve the lives of “children, youths and their families facing adversity in Ireland”. It offers a number of different support mechanisms:

- Level 1 Funding: which involves the creation of a strategic relationship for 2 years providing financial support and strategic advice, marketing support, volunteers etc as appropriate.
- Level 2 Funding: is open for applications in June each year. Grants between €5,000 and €80,000 are available for projects that support the aim of the foundation. In 2007/2008 a

number of organisations working with new communities secured funding through this scheme, including the Vincentian Refugee Centre and Fáilte Isteach³².

- Level 3 funding which will also be open for applications in June 2008, provides support for capacity building in the charitable sector. The Wheel has received funding through this route in the past.
- Finally, the Vodafone Foundation has a programme called “World of Difference” which provides funding to allow 4 people per year to work in a charitable organisation of their choice for one year. In 2008, both Mayo Intercultural Action & Doras Luimni were successful in each securing a full time staff member for one year, paid for by the Vodafone Foundation.

The Ireland Funds

www.irlfunds.org/ireland

Between 2002 and 2007, the Ireland Funds provided approximately €220,000 for community integration initiatives across the country. 27 grants were made for amounts from less than €5,000 up to €50,000. Examples of the kinds of projects that were funded include: Cáirde’s ‘Women as Leaders’ programme to build leadership capacity among ethnic minority women and Irish women, Tallaght Intercultural Action’s development of a module on Culturally Diverse Approaches to Family Health Care, and Doras Luimni’s arts programme for children in disadvantaged areas to prevent racism and violence.

Social Entrepreneurs Ireland

www.socialentrepreneurs.ie

Social Entrepreneurs Ireland (SEI) aims to encourage and support the development of social entrepreneurship in Ireland. They provide financial and other supports (e.g. mentoring, networking, training) to social entrepreneurs in the early stages of their development. A key difference between SEI and other funders is that SEI supports individuals rather than organisations. While SEI does not have a particular focus area, both Level 1 (€5,000 in 2007) and Level 2 (€70,000 - €80,000) awards have been given to individuals working in the area of New Communities, including Tanya Zhinzina of the Immigrant Newspaper project, Mary Nally of Fáilte Isteach, and Salome Mbugua Henry of AkiDwA. The proportion of the funding awarded to people working in this area has risen steadily over the past 3 years, with almost 40% of the funding being awarded to individuals working for New Communities in 2008.

Community Foundation of Ireland

www.foundation.ie

Since 2000, the Community Foundation of Ireland (CFI) has provided grants for over 700 community and voluntary projects all over Ireland. One of CFI’s ‘key issues’ is assisting the building of networks and structures of ethnic minorities, and they have funded initiatives including: intercultural activities at drop in centres for asylum seekers and refugees, networking activities,

³² Fáilte Isteach is a project which involves older Irish people teaching conversational English classes to people from new communities

support groups for migrant women and traveller women, translation services, language resources, and awareness raising activities. There are 3 funding rounds per year. €100,000 was disbursed in CFI's first small grant round of 2008, to approximately 115 organisations for amounts between €250 and €4,750. Around 10% of the organisations funded received funding for projects in the New Communities sector.

Irish Youth Foundationwww.iyf.ie

The Irish Youth Foundation (IYF) supports a range of projects to make a “real and lasting difference to the lives of disadvantaged children and young people in Ireland”. Between 90 and 120 projects are funded each year, through 3 different kinds of grants: small grants up to €3,000, medium grants up to €15,000, and large grants up to €50,000. The areas that are funded are: homelessness, substance abuse, education, children in poverty, and social education. Voluntary and community groups working in these areas with a particular emphasis on New Communities have received funding in the past. In the 2007/2008 grants, for example, the Dun Laoghaire Refugee Project, Filipino Youth Integration – Wicklow, Integration of African Children in Ireland, Intercultural Youth Club, Rialto, and Sport Against Racism in Ireland were all given funding.

St Stephen's Green Trustwww.ssgt.ie

Following a strategic review in 2006, the St Stephen's Green Trust (SSGT) identified 4 grant focus areas of which 'Development and Integration' is one. This part of the General Grants Scheme funds projects working with older people in isolation, travellers, and new communities. There are 3 deadlines per year, and grants are made of between €1,000 and €12,000, with an average grant in 2006 of €6,500. Almost €600,000 was disbursed through the General Grants Scheme in 2006, 11% of this was for projects with asylum seekers, refugees, and migrant workers. Examples of some of the organisations that received funding include: Turkish Irish Educational and Cultural Society, Africa Centre, Ballymun Intercultural Group, and Donegal Town Asylum Seeker & Refugee Project.

Katherine Howard Foundationwww.khf.ie

The Katharine Howard Foundation (KHF) provides grants in the range of €500 to €2,500 for projects related to work in disadvantaged areas throughout Ireland, especially Wexford and South Wicklow. Applications for the general grants scheme are considered for projects supporting: families, children and young people, people with disabilities, older people, and asylum seekers and refugees. The projects must be community based and involve the targeted group in both the project's design and management.

8.3 Other Sources of Funding including Government

Development Education Grants

www.irishaid.gov.ie/grants_education.asp

Funding for Development Education related activities is available through Irish Aid, Trócaire, and Concern. While these funds are primarily focused on increasing understanding of global issues like poverty, climate change, and HIV/AIDS, migration and the movement of people is an increasingly prominent issue and one which can be connected to local experiences, particularly in the area of asylum seekers and refugees.

Pobal

www.pobal.ie

The *Integration Fund for Legally Resident Migrants* was a one year funding stream administered by Pobal in 2006, with €3 million from the Exchequer. Approximately €1m was allocated to NGOs and the remaining was disbursed among Area Based Partnership Companies and Community Partnership Companies throughout the country. An aim of the funding was to demonstrate initiatives that could be mainstreamed, an objective that was considered unrealistic by some who felt that one year was too short for real lesson learning to happen. The programme is currently being evaluated, but it has already been decided that this funding will be channelled through local authorities in the future instead.

The *European Refugee Fund* and the *European Integration Fund (for Third Country Nationals)* are both administered by Pobal, and at the time of writing they are evaluating proposals that were submitted in January 2008. Each of these funds has a 'pot' of €1 million but a key challenge for organisations applying for this funding was that the applicants had to provide evidence of matched funds for whatever amount they were asking Pobal for. In practice, this requirement more or less excluded all but the largest of organisations who were in a position to leverage additional funding.

Within the wider *Local Development Social Inclusion Programme*, which has a budget of approximately €47 million in 2008, funds are allocated to Partnerships based on the population, level of need and disadvantage in the area, and the quality of their plan or proposal. The programme is designed to counter disadvantage and promote equality and social and economic inclusion, and identifies a number of disadvantaged groups (e.g. long term unemployed, lone parents, travellers, homeless people, young people at risk, asylum seekers and refugees etc). While the funding is therefore not specifically targeted at the New Communities, it is up to the local Partnerships to identify the greatest needs in their particular area, and if people from New Communities are among those in need, programmes and projects that target them can be included in their funding application.

In the past the *Dormant Accounts Fund* has provided some funding for "vulnerable immigrants" and the *Equality for Women Measure* (which is soon to increase to a total fund of €9 million) is open to

funding applications that are focused on particularly vulnerable women, which migrant women would be considered.

National Action Plan Against Racism

www.diversityireland.ie

When the National Action Plan Against Racism (NPAR) was launched in January 2005, the Steering Group also announced a grant scheme to support the implementation of the action plan. This scheme allocated €250,000 to 44 projects nationally, including: ICTU, Pavee Point, Doras Luimni, and Immigrant Council of Ireland. A specific grant scheme for “the development of actions, initiatives, and projects, in the area of sport, recreation, and the arts which encourage participation and involvement of ethnic minority groups” was announced in April 2005. €275,000 was awarded under this scheme to 45 different projects.

Office of the Minister for Integration

Some funding that was formerly administered by Pobal, the EU Integration Fund, has moved to the new Office of the Minister for Integration, which appears to operate funding policies which are not consistent with those of the philanthropic organisations. Priority areas for funding identified by the Office in ‘Migration Nation’ were:

- Faith Based Organisations
- Local Authorities
- Sporting Organisations
- Membership Organisations (including political parties)

It is worth noting the absence of national NGOs in this list. It is as yet unclear how this funding will be administered, and how much will be available. While the ‘pot’ available to the Minister for Integration is €9 million, it has not been communicated how much of this will be released through grant schemes etc.

Given that mainstreaming has been prioritised as the way in which government services will support people from New Communities, it is surprising that to date additional funding does not appear to have been allocated for mechanisms to allow services be adapted, training to take place etc to take into account the different needs of service users from the New Communities. Many of the stage agencies would not necessarily have the expertise ‘in house’ to be in a position to do this without external support, working with NGOs etc.

Smaller Grants

There are numerous small grants available through a very wide range of schemes for one off projects and activities. The Community Development Support Unit of NCCRI published a guide³³ to funding for organisations working in this area. These grants are valuable and provide good support for organisations, however they are generally for projects only and do not provide the kind of central, ongoing support that organisations need to remain sustainable in the longer term.

8.4 Challenges for the Future of Funding for the New Communities Sector

- The support for the sector by two major philanthropic foundations will conclude in the coming years (One Foundation in 2013, Atlantic Philanthropies in 2016), with no current replacement for the high levels of funding that they provide at present.
- There is a significant gap between Government policy, which will drive all statutory funding, and that of Philanthropy and many of the NGOs.
- It appears that Local Authorities will have an increasingly prominent role in integration policy and implementation as government funding is channelled through them. Developing working relationships between the local authorities and the NGOs will be crucial for maximum long term benefit.

³³ “An Easy Guide to Funding Supports for NGOs Working with Minority Ethnic Groups in Ireland”, NCCRI, 2007

9. Conclusions

Looking at this report in its entirety, it is clear that this is a complex sector that has come into existence and grown rapidly over the past decade or so. It is also a rapidly changing sector and one that requires considerable flexibility and creativity to remain reactive and effective.

Below are the key questions that we have extracted from the report which we think are worth considering in more depth by all those involved in the sector:

- There is a real question over the long term sustainability of the sector, particularly the larger organisations who do significant amounts of work in the policy and advocacy area. What are the options available to them? What are the benefits and weaknesses of these options and what can philanthropic organisations do to help the organisations it supports to adapt successfully to changes in the environment?
- How important is public opinion and can policy change be effected without a fundamental shift in public perceptions?
- What is the most appropriate balance between focusing on existing challenges (e.g. immediate immigration issues) and future challenges, such as integrating the second generation of immigrants? How can we ensure that the basic issues around immigration (legislation, procedures, rights and entitlements) are not neglected in favour of integration?
- Is there a need to explore the possibility of positioning the New Communities sector within the wider social inclusion agenda, and focusing on particularly vulnerable groups rather than “New Communities” as a whole?
- What exactly is meant by ‘migrant ethnic led organisation’? When a definition is agreed, discussions can be initiated on their role and how they can best be supported.
- Is there a need for a debate to be brokered between the statutory and voluntary sector to come to a consensus on the role and position of NGOs in the sector? Who is in a position to initiate this and what would it look like?
- How can NGOs work together to maximise impact in an environment where resources are becoming increasingly scarce? Are there areas where cooperation or consolidation can occur? How can replication be avoided?
- Much of the government funding for integration appears to be going to entities and agencies that do not necessarily have much practical experience in this area. How can NGOs and community organisations position themselves as credible experts who can support these integration initiatives and try to have an influence in this way?
- The Government has identified ‘mainstreaming’ as its approach to service provision for New Communities. What supports are needed for this mainstreaming of statutory services to

happen? What positive actions can NGOs take to ensure that mainstreaming can be as effective as possible and to safeguard their own sustainability at the same time?

- Concrete quantitative evidence and data is essential to inform good policy development, minimising tensions and misconceptions; however, it is currently not available in Ireland. How feasible would it be to collect this data? Who should take responsibility for it?
- As the Irish economy slows down, and if unemployment becomes more prevalent, there is a danger that attitudes to the New Communities will harden and racism may increase. What can be done to mitigate this? Similarly, is there a risk that the downturn will create a group of the “most vulnerable”? Who will the most vulnerable be and how does the NGO sector need to prepare in order to provide appropriate support?

Appendix A: Sample Consultation Interview Questions

Demographics & Trends

- a) In terms of the emergence of New Communities in Ireland, what have you observed in relation to the following:
 - Trends in numbers and categories of New Communities coming to Ireland?
 - Where are they locating?
 - Critical issues & challenges emerging for the New Communities
- b) How has this changed over the past 3 – 5 years?
- c) How is it likely to change over the next 3 – 5 years?
- d) Are there any statistics or sources of statistics that you can direct us to, including advice on where information might be scattered, where gaps exist, and how some of those gaps might be closed?

Legislation & Government Policy

- a) What changes, if any, to the IRP bill do you expect will happen before it is enacted?
- b) What will this legislation mean for the New Communities in Ireland?
 - Numbers
 - Profile
 - Location
 - Key challenges
- c) What do you see as the strengths and weaknesses of current government policy and what are the challenges of implementation?
- d) What impact do you predict the new Office of the Minister for Integration will have?

NGO Sector

- a) How well served are the New Communities by the immigrant NGO sector?
- b) Are there areas where you think gaps exist?
- c) Are there areas where you think overlap exists?
- d) How do you see the future funding for this sector in Ireland? What is likely to change? What will the sources of funding be?
- e) What do you feel will be the key developments/challenges for your own organisation over the next 3-5 years?

Appendix B: Complete List of Direct Provision Accommodation Centres for Asylum Seekers

Location	Capacity	Single/ Families	Type of Accommodation ³⁴
Clare			
Knockalisheen A/S Centre, Meelick	275	F/SF/SM	SYS
Clare Lodge, Ennis	65	SM	HOS
Cork			
Ashbourne Hse Hotel, Glounthaune	108	F/SM	HOT
Kinsale Road Acc Centre, Cork City	306	F/S	SYS
Glenvera Hotel, Wellington Road	104	C/S	HOT
Millstreet Accommodation Centre,	245	F/SF	FC/NH
An Poc Fada, Main St, Cobh	40	SM	HOS
Clonakilty Lodge, Clonakilty	110	F/C/SF/SM	GH
Davis Street Apartments, Mallow	50	S/F	Self Catering
Donegal			
Cliffview, Donegal Town	67	SM	HOS
Dublin			
Camden House, Dublin 2	19	S	HOS
The Towers, Clondalkin	250	C/F/SF	HOT
Camden Hall, Dublin 2	76	F/S	HOT
70 Lower Camden St	15	S/F	HOS
14 Gardiner Place, Dublin 1	34	SM	HOS
Horse & Carriage, Aungier St, Dublin 2	20	SM	GT
Newlight House, Finglas	36	F	GT
10 North Frederick St	33	SM	HOS
Viking Lodge, Francis St	70	S	HOT

³⁴ S Singles; C Couples; F Families; SM Single Males; SF Single Females

GT: Guest House, HOS: Hostel, SYS: System Built, HOT: Hotel, MOB: Mobile Home Site, HC: Holiday Centre, FC/NH: Former Convent/Nursing Home

Location	Capacity	Single/ Families	Type of Accommodation 34
Georgian Court, Lower Gardiner St	110	C/SM/SF/F	GT
Hatch Hall, Lower Hatch St	190	C/SM/SF/F	HOS
Glenview House, Tallaght	75	S/F	Self Catering
Harbour View, Grand Canal Place, Dublin 1	24	S/F	Self Catering
James St Apartments, Dublin 8	34	S/F	Self Catering
Portobello Harbour, Dublin 8	14	S/F/SF	Self Catering
Tathony House, Bow Lane West, Dublin 8	83	S/M	Self Catering
Watergate House, Usher's Quay, Dublin 8	76	S/F	Self Catering
Baleskin Centre, Finglas	369	F/C/SM/SF	Reception
Kilmacud House, Stillorgan	90	F/C/SM/SF	Reception
Galway			
Dun Gibbons House, Clifden	100	F/SF	HOS
Eglinton Hotel, Salthill	235	F/SF	HOT
Great Western House, Eyre Square	180	C/SM/SF	HOS
Lisbrook House, Headford Road	187	F/C/SM/SF	HOT
Kerry			
Atlas House, Killarney	90	F/S	HOT
Atlas House, Tralee	90	SM	HOS
Johnston Marina Hotel, Tralee	100	SF	HOT
Linden House, Killarney	50	SM	GT
Park Lodge, Killarney	55	SM	HOT
Westward Court, Tralee	86	SM	HOT
Kildare			
Eyrepowell Hotel, Newbridge	100	F	HOT
Laois			
Hibernian Hotel, Abbeyleix	55	F/C	HOT
Montague Hotel, Portlaoise	200	C/SM/SF/F	HOT
Leitrim			
Sliabh an Iarainn, Ballinamore	50	F/C	HOT
Limerick			
Clyde House, St Alphonsus St	116	S	HOS
Westbourne Holiday Hostel, Dock Road	105	S	HOS
Mount Trenchard, Foynes	85	SM	FC/NH

Location	Capacity	Single/ Families	Type of Accommodation 34
Longford			
Richmond Court, Longford	98	SM	HOT
Louth			
Carroll Village, Dundalk	250	F/SM	Self Catering
Mayo			
Railway Hotel, Kiltimagh	90	F	HOT
The Old Convent, Ballyhaunis	328	F/C/SM	FC/NH
Meath			
Mosney Accommodation Centre, Mosney	800	F/C/SF	HC
Monaghan			
St Parick's, Monaghan	154	F/SM	FC/NH
Roscommon			
Station Road Apartments, Ballaghaderreen	86	F	SC
Sligo			
Globe House, Chapel Hill	250	F/C/SF/SM	HOS
Tipperary South			
Bridgewater House, Carrick on Suir	120	F/C/SM	HOS
Waterford			
Atlantic House, Tramore	81	F/SM/SF	GT
Ocean View, Tramore	75	F/SM/SF	GT
Ursuline Complex, Ballytruckle Rd	160	F/SF/SM	FC/NH
Viking House, Coffee House Lane	100	SM	GT
Westmeath			
Athlone Accommodation Centre	350	F	MOB
Wexford			
Old Rectory House, New Ross	58	SM	HOT
Wicklow			
Beechlawn, Rathdrum	28	F/SF/C	GT
The Warrens, Wicklow	23	SM	GT
Total (on 24th Feb 2008)	7923		

Source: www.ria.gov.ie, All Centres Week Ending 24/02/08